

# STATE EDUCATION MINISTERS' CONFERENCE

held at New Delhi  
*on 8th and 9th August, 1959*



MINISTRY OF EDUCATION  
GOVERNMENT OF INDIA  
1960

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## **Minutes of the Second State Education Ministers' Conference held at New Delhi on 8th and 9th August, 1959**

The Second Conference of the State Education Ministers was held at Vigyan Bhavan, New Delhi, on 8th and 9th August, 1959, under the Chairmanship of Dr. K. L. Shrimali, Union Minister of Education. The following State Ministers were present :

### **Andhra Pradesh**

Shri S. B. P. Pattabhi Rama Rao, Education Minister accompanied by  
(i) Shri A. Hussain, Education Secretary and  
(ii) Shri N. Ram Lal, Director of Public Instruction

### **Assam**

Shri Debeswar Sarmah, Education Minister accompanied by  
Shri S. C. Rajkhowa, Director of Public Instruction

### **Bihar**

Kumar Ganganand Sinha, Education Minister accompanied by  
(i) Shri Krishna Kanta Singh, Deputy Education Minister  
(ii) Shri Saran Singh, I.A.S., Education Secretary  
(iii) Shri S. Sahay, Additional Secretary  
(iv) Shri B. N. Basu, Director of Public Instruction and  
(v) Shri R. N. Roy, Deputy Director, Education

### **Bombay**

Shri Hitendra Desai, Education Minister accompanied by  
(i) Smt. N. R. Bhonsle, Deputy Education Minister  
(ii) Shri Chinmulgund, I.C.S., Education Secretary and  
(iii) Dr. A. G. Pawar, Director of Education

### **Jammu & Kashmir**

Shri Harbans Singh Azad, Minister of State for Education

### **Madhya Pradesh**

Shri S. D. Sharma, Education Minister accompanied by  
(i) Shri B. V. Deb, Deputy Secretary and  
(ii) Shri S. P. Verma, Director of Public Instruction

### **Madras**

Shri C. Subramaniam, Education Minister accompanied by  
(i) Shri K. V. Ramanathan, Deputy Secretary and  
(ii) N. D. Sundaravadivelu, Director of Public Instruction

### **Mysore**

Mrs. Grace Tucker, Deputy Education Minister accompanied by  
(i) Shri S. Puranik, Under Secretary (Planning) and  
(ii) Shri A. C. Deva Gowda, Director of Public Instruction

### **Orissa**

Shri H. K. Mehtab, Chief Minister and Education Minister accompanied by  
Shri B. C. Das, Director of Public Instruction

**Punjab**

- Shri A. N. Vidyalkar, Education Minister accompanied by  
 (i) Shri B. Manchanda, Education Secretary and  
 (ii) Shri I. M. Verma, Director of Public Instruction

**Rajasthan**

- Shri Mohan Lal Sukhadia, Chief Minister and Minister of Education accompanied by  
 (i) Shri Poonam Chand Vishnu, Deputy Education Minister  
 (ii) Shri Vishva Dutt, Education Secretary  
 (iii) Shri S. S. Saxena, Director of Education and  
 (iv) Shri J. S. Mehta, Additional Director of Education

**Uttar Pradesh**

- Shri D. D. Shastri, Deputy Education Minister accompanied by  
 (i) Shri K. N. Malviya, Deputy Education Secretary  
 (ii) Shri L. N. Subhlani, Deputy Education Secretary  
 (iii) Shri C. N. Chak, Director of Education and  
 (iv) Dr. C. M. Bhatia, Deputy Director of Education

**West Bengal**

- Shri Rai H. N. Chaudhuri, Education Minister accompanied by  
 Dr. D. M. Sen, Education Secretary  
 The following attended the Conference by special invitation :  
 Dr. C. D. Deshmukh, Chairman, University Grants Commission  
 Shri V. T. Krishnamachari, Vice-Chairman, Planning Commission

- The following officers of the Planning Commission were present :  
 Shri Trilok Singh  
 Shri M. R. Kothandaraman  
 Shri K. L. Joshi  
 Shri D. P. Nayar

- The officers present from the Ministry of Education included :  
 Shri K. G. Saiyidain, Secretary  
 Shri P. N. Kirpal, Joint Secretary (I)  
 Shri R. P. Naik, I.C.S., Joint Secretary (II)  
 Shri J. P. Naik, Adviser on Primary Education  
 Shri Prem Narain, Deputy Financial Adviser  
 Shri R. K. Kapur, Deputy Educational Adviser  
 Dr. P. D. Shukla, Deputy Educational Adviser  
 Shri T. S. Bhatia, Deputy Secretary  
 Dr. N. S. Junankar, Deputy Educational Adviser  
 Shri Nauhria Ram, Deputy Educational Adviser

Welcoming the State Ministers to the Conference, Dr. K. L. Shrimali gave the following address :

“At this time when we are in the process of formulating the Third Five-Year Plan, it would be profitable to review the progress of education and to exchange views on some important and pressing problems. It is for this reason that I have troubled you to come to Delhi and I am sincerely grateful to you for having accepted my invitation.



"You will remember that when we met two years back we had agreed that free and compulsory education should be introduced for all children up to the age of 11 by 1965-66 at the latest. The Union Cabinet has since approved of this proposal in principle and the Ministry has already taken some preliminary steps in the preparation of this programme. It is estimated that, by the end of the Third Plan period, the population of children in the age-group 6—11 will be of the order of 580 lakhs. The total enrolment of boys and girls at the end of the Second Plan is expected to be 337 lakhs. This means that additional facilities will have to be provided in the Third Plan for 243 lakh students,—72 lakh boys and 171 lakh girls. The size of the Third Plan programme for expansion of Primary education will be almost three times the size of the Second Plan programme and a major part of the expansion has to be in the field of girls' education.

"The task we are undertaking is of great magnitude and has few parallels in history. It can be accomplished only by mobilising the resources of the Central Government, State Governments and the community. All three must act together as partners in this great adventure and face the task with faith and determination.

"The most essential requisite is the recruitment and training of teachers. The number of additional teachers required for implementation of this programme will be about 6.34 lakhs on the basis of 1 : 40 teacher-pupil ratio. Even on a more realistic and conservative estimate—as all the children cannot be enrolled in the first few years—about 5 lakhs of teachers will be required. Unless we take immediate steps to ensure the supply of an adequate number of trained teachers, the introduction of the entire programme will be delayed. The Government of India have, therefore, decided to give 100% assistance for the remaining period of the Second Five-Year Plan to State Governments for setting up teacher training institutions and for increasing their enrolment. We have also taken some measures to step up the education of girls so that the existing lag between boys' education and that of girls may be eventually removed; grants have been released to the State Governments for schemes of expansion of girls' education and training of women teachers without insisting on matching funds. An all-India survey indicating the location and distribution of schools in all States and Territories except West Bengal has been completed and this should provide a useful guide to the expansion of schooling facilities in the country. What is needed now is an urgent all-out effort on the part of all State Governments to complete all preliminary steps for the purpose before the Third Plan begins and to initiate the programme from the very first month of its first year. The Ministry of Education has already indicated these steps in its various communications addressed to State Governments on the subject.

"Some of the State Governments have raised the question whether adequate resources would be available in the Third Five-Year Plan to implement this programme. It is difficult for me to answer this question categorically at this stage, but, when we are convinced that this is minimum programme for the country, it is our duty to find necessary

resources and give it the highest priority in the Third Five-Year Plan. The targets for Elementary education as envisaged in the constitutional directive have been reduced temporarily and the period of implementation has been extended. If we cannot implement even this modest programme, people would be justified in thinking that in our national planning education has very low priority. I have, however, reason to believe that the Planning Commission are fully appreciative of this position and are likely to accord high priority to this programme.

"There are some aspects of Secondary education which need careful consideration. During the Second Five-Year Plan period 1,033 High schools have already been upgraded into Higher Secondary schools and 777 schools have been converted into Multipurpose schools against our targets of 1,187 Higher Secondary schools and 937 Multipurpose schools for the entire Plan period. I have no doubt that the physical targets will be achieved and even exceeded, but I am afraid there has not been an appreciable qualitative improvement in Secondary schools. It was hoped that, as a result of the reorganisation of Secondary education, the majority of students would be intellectually so equipped that they would be able to take up suitable vocational pursuits at the end of the school career. This aim has not been fulfilled and the tendency of all the students to seek admission to the institutions of higher learning continues unabated.

"The aims of Secondary education have been fully discussed in the Secondary Education Commission's Report and I do not want to repeat them here. I am clear about the thing and I mention it with all the emphasis at my command. Unless we link up our Secondary education with the pattern of employment opportunities and improve the vocational competence of the school-leavers, we would create discontent among the youth and imbalance in society. There is already a complaint that we are not getting a sufficiently large number of properly educated and skilled workers of intermediate cadre for our factories, industrial plants and workshops while, at the same time, there is a large number of young men and women remaining unemployed and feeling frustrated. The approximate number of unemployed matriculates in March, 1959 was estimated to be 6,35,567 and this number is likely to swell further unless, on the one hand, we reorganise our courses and make them more vocational in nature and, on the other hand, provide additional employment opportunities on a substantial scale through the over-all programme of the next Plan.

"The educationists are sometimes apt to advance the argument that they are concerned mainly with the task of providing for the youth a broad training in citizenship and it is not their responsibility to find jobs for them. Whatever validity this argument may have had in the past when education was divorced from life, it is clear that, in our modern welfare State, education cannot be viewed in isolation from the occupational activities, and at every stage we must try to establish closer relationship between education and economic development, both of which are to a large extent interdependent. It is a false notion that concern with the students' future career is likely to make education

narrow or illiberal. In fact, vocational efficiency can itself become an instrument to make education more realistic and more liberal. Moreover, it is certain that technological advance will depend largely on the readiness and preparation of the High school students to take effective part in an industrial society. Career objective must find its proper place in educational motivation and it is the duty of educationists to collaborate with economic planners in order to ensure gainful and satisfying employment to the vast and growing numbers of Secondary school-leavers for whom education will be terminal.

“There is another distressing aspect of Secondary education which also needs our careful attention. In spite of all the efforts to improve Secondary education, the percentage of failures remains more or less constant at about 50 per cent. The results of the latest examinations held in March, 1959 indicate that the percentage of failures for different examining bodies range from 40.5 to 67.2 per cent. Any system of education which results in the failures of more than 50 per cent of students stands self-condemned and effective steps must be taken to apply remedial measures so that this enormous waste of human energy may be eliminated. This is a difficult problem which has many facets. It embraces not only the question of evaluation techniques but also the content of the curriculum and methods of teaching. It is, therefore, the direct concern of all Education Departments—particularly the Boards of Secondary Education and examination bodies. Some work has been done by the All India Council for Secondary Education and Secondary Boards in the States about the improvement of examination techniques but the question of high percentage of failures needs to be tackled as a priority issue of educational policy.

“The problem of improvement of Secondary schools, becomes more difficult at a time when the State Governments are confronted with great pressure for opening new High schools and for upgrading Middle schools into High schools. It is recognised that the expansion of High school education will have to proceed at a rapid pace to meet the growing needs of our expanding economy, but by continuing to invest money in ill-equipped schools run by untrained and unqualified teachers and often by inadequate numbers of teachers, we are only frittering away our limited resources. We may satisfy ourselves that by opening more schools we are serving a wider public but even a superficial examination of our Secondary education will reveal that much of what goes on in many of our schools at present cannot really be described as education. Unless we are prepared to lay down and fulfil minimum requirements of staff and equipment, opening of new schools will not effectively advance the cause of education. It is now time that we review our policy in this matter and take concrete steps to reduce the incidence of failures and eliminate this enormous waste of national energy.

“The University Grants Commission has given liberal financial assistance to the universities with a view to improve the educational facilities and to raise the academic standards. Unfortunately the Commission has not been able so far to make as appreciable an impact as

they would wish to because their efforts have been largely neutralised by the relentless pressure of larger number of admissions than the universities can cope with. Most of these students are not adequately qualified either to derive any personal benefit from higher education or to enrich society in any way. The Government of India and the University Grants Commission have come to the conclusion that, if any appreciable improvement is to be made in our educational standards at the University stage, admissions should both be selective and restricted—with due regard to the facilities of staff, buildings and equipment actually available. This policy which is absolutely essential for the maintenance and raising of academic standards cannot be implemented if the universities fail to adhere to the norms laid down by the University Grants Commission. In regulating numbers, care will, of course, be taken to ensure that the needs and requirement of the expanding economy of our country and the opportunities of employment which are likely to be available to students after graduation are constantly kept in view.

“Limitation of numbers in institutions of higher learning, though necessary in the present situation, will only be a negative approach. A more positive approach will be to find suitable avenues for those students who will be rejected by the universities. While restriction of admission to the universities has become an urgent need, steps will have to be taken simultaneously to make Secondary education more practical so that it may be a terminal point for the majority of students and also by providing post-Secondary vocational and technical training or apprenticeship courses for entry into various professions, trades and vocations. If we continue to neglect this aspect of education we are allowing the youth of the country to become cynical and frustrated with the result that, instead of contributing to the well-being of the society, they will fall easy prey to disruptive forces. In this perilous situation we must act with a sense of urgency if society is to be saved from a great danger.

“Another important matter which is placed for your consideration is the Scheme for National Service. Several important nations in the world today, including the U.S.A., the U.S.S.R. and China, have a system of national service or conscription which makes it obligatory on all able-bodied male citizens to undergo military training. It is generally believed that for national survival it is not enough to have professional soldiers but civilian population must also participate in the tasks of national defence. The citizen armies, as they are called and as differentiated from regular forces, comprise virtually the entire citizenry organised in peace time by universal obligation and trained on a part-time basis. Generally there is a comparatively short initial training period followed in subsequent years by brief but intensive refresher courses.

“In our country there is no need for conscription for military purposes but we do need an army of disciplined youth who would dedicate themselves to the social and economic reconstruction of the

country. This Scheme aims at taking full advantage of military training for peaceful and productive activities without teaching the actual use of arms. Under this Scheme it is proposed that trained officers will give special training to university teachers who will act as Group Commandants and Camp Commandants. Wherever possible suitable retired army officers will also be mobilised. The Scheme has a two-fold objective: (i) to inculcate a high sense of discipline among the youth and (ii) to mobilise their latent power for achieving the tasks of national reconstruction. To begin with, it is proposed to run pilot projects for those students who volunteer to participate in the programme. After we have gained sufficient experience in camp administration and requisite personnel has been trained, we may consider the introduction of the Scheme on a compulsory basis in due course.

"This Scheme has been criticised by some people on the ground that it may lead to totalitarianism and curtailment of individual freedom. I am convinced that the fear is baseless. Military training in many countries forms a natural part of the citizen's life and is not considered as an infringement of his liberties or freedom. It is, therefore, fantastic to think that compulsion for national service in India will lead us towards totalitarianism. On the other hand, our hope is that if the Scheme succeeds, it will provide an outlet for the abundant energy of the youth in nation-building activities, which today flows mostly in destructive channels. It should capture their idealism and fire them with the spirit of patriotism. The discussion paper placed before you merely outlines the broad pattern of a Scheme which has still to be worked out in detail. Before this is attempted, it is essential to make up our mind about some fundamental questions, especially the one concerning compulsion. I hope this conference will help in the making of decisions which are sure to be of the *greatest importance to the training of our youth*.

"Apart from the great educational value of disciplined social service, we must provide to our young people minimum opportunities for sports and recreation. The value of these activities for character-building is obvious. Owing to various reasons and circumstances the practice of games and sports has not been popular in our country, and by and large our school children have been denied adequate opportunities for play. The first step in the promotion of games and sports is the provision of playing fields for school children; we should give the highest priority to this need and utilise the larger part of funds available for games and sports on this objective, which requires the attention and patronage of State Governments and participation of the local community. A modest measure of assistance from the Central Government is indicated in one of the memoranda placed before you; this is, however, not enough and a great deal more will have to be done in the States to provide playgrounds and essential amenities to school children.

"Another long pending question which needs your decisive attention is that of finalisation of the Devanagari script. As you are aware, the Government of Uttar Pradesh had convened a conference at LSEdu—2

Lucknow in 1953 to consider the question of reform in Devanagari script. It was attended by many eminent scholars and representatives of the State Governments. It made certain comparatively minor recommendations about the revision of the script, which were accepted by the Government of India and forwarded to the State Governments for implementation. One of the first State Governments to adopt the modified script was the Government of Uttar Pradesh. Their experience, however, showed them that some of the changes presented grave difficulties in practice. They, therefore, convened another meeting of experts at Lucknow in 1957. This conference suggested certain changes in the earlier recommendations of the 1953 conference, and we have now placed them before you for consideration together with the views of a Committee of Experts which we had convened a few days ago, with a view to facilitating your deliberations.

"Apart from making it difficult to finalise the standard key-board of the Hindi typewriter and teleprinter, if such uncertainty continues, it will lead to a chaotic state of affairs in this important matter. I would, therefore, request you to apply your mind seriously to this question and decide it once and for all.

"Lastly I should like to draw your attention to the recommendations made by the joint meeting of the State Education Secretaries and Members of the Working Group of Education for strengthening the administrative machinery of the States. A distressing aspect of our educational planning is that we have not been able to utilise fully the allocations made for education year after year. Even in the Second Five-Year Plan which had considerably *reduced the targets*, there is expected to be an approximate shortfall of 12 to 14 per cent. The obvious conclusions which one may draw from this situation is that the administrative machinery has not proved equal to the task. This failure is partly due to the fact that the machinery has been overtaxed without being adequately strengthened for the increased quantum of development work. This may also be due to the fact that every component of the machinery has not identified itself completely with the philosophy and the spirit underlying the contemplated changes. If the administrative machinery is not geared to achieve the new educational objectives, obviously it cannot create enthusiasm among the teachers to bring about the desired changes. There is thus an imperative need to strengthen the administrative machinery and at the same time to infuse a new spirit into it so that it may facilitate the implementation of the national programme of education.

"We face a great task and a great opportunity in the educational field—perhaps greater than any people have faced in the past. Let us take up the challenge in a spirit worthy of the occasion and resolve firmly that this task will be completed as planned."

The Conference then took up the Agenda for consideration. (The agenda and the related memoranda circulated to the members are given in the Annexures).

**Item 1: To consider the question of provision of free and compulsory education with particular reference to the introduction of compulsory education for 6—11 age-group in the Third Five-Year Plan**

The Conference discussed at length the entire question of providing free and compulsory education to all children of 6—11 group by the end of the Third Plan. The more important issues examined related to the determination of the basis on which the Centre should assist the States for these programmes, the need to draw up estimates realistically, the provision of mid-day meals as an additional incentive for attendance, community participation in improving school facilities, paucity of women teachers and the special problems of backward and sparsely populated areas.

Reaffirming the decision taken in the Conference of State Education Ministers held in 1957 to provide universal, free and compulsory education for all children in the age-group 6—11 by the end of 1965-66, the Conference resolved that :

“To attain this objective, it is essential to start the implementation of this programme from the beginning of the Third Five-Year Plan. For this purpose, all preparatory work—specially in the items mentioned below—should be taken up immediately and pursued with vigour :—

- (i) acceptance of this target at the Cabinet level by the State Governments which have not done this so far;
- (ii) according highest priority to this scheme in the development programme under the Third Five-Year Plan and making adequate expenditure provision for its implementation, the question of Central assistance to the States being determined thereafter;
- (iii) organising a country-wide campaign both through official and non-official channels to mobilise fully the resources and efforts of the community for the attainment of this objective;
- (iv) taking special measures to promote the education of girls and education in backward areas and, in particular, to increase, for this purpose, the number of women teachers and teachers in backward areas as rapidly as the urgency of the situation requires;
- (v) reviewing and making necessary arrangements for the apportionment of financial and administrative responsibility between State Governments and local bodies in the matter of providing universal, free and compulsory Primary education;
- (vi) starting the actual preparation of detailed annual programmes and estimates for meeting the requirements of educational expansion on the basis of the recent Educational Survey and taking necessary steps to establish the required number of new schools and to enlarge the existing ones, wherever necessary, and to fix target dates for

- the purpose so that the schools can start functioning with effect from the very beginning of the Third Plan; and
- (vii) strengthening the administrative machinery, both at the Centre and in the States, to the extent required, to shoulder the enormous additional responsibility.

“This Conference commends to the attention of the State Governments the Madras Government’s programme for school improvements in which the cooperation of the local community is sought in such matters as provision of mid-day meals, equipment for schools and construction of school buildings”.

**Item 2: To consider the development of sports and physical activities in schools and colleges**

The Conference discussed the urgent need to popularise and improve standards of games and sports. Some of the important points discussed related to the need of giving due recognition to a student’s degree of excellence in games and sports in examination and in other ways, the need to multiply training facilities for physical instructors and coaches, and whether steps should not be taken to refuse recognition to those colleges and schools that were not in a position to provide minimum playground facilities for their students. There was a good deal of argument with regard to the last point. The general feeling was that however desirable such a principle may be, it would not be practicable to enforce it everywhere, particularly in the urban areas. This might also dampen the enthusiasm of the local communities to contribute towards the provision of educational facilities for their areas. Such communities are often willing to shoulder a part of the burden but may find it difficult to comply with such a condition in every case. After examining the matter from all possible angles, the Conference resolved as below :

“High priority should be given to the provision of playgrounds for educational institutions and adequate funds should be provided for this purpose. Playing Fields Associations should be constituted in each State in which educational institutions, Municipal and other local bodies, the P.W.D., the Town Planning authorities, etc. may be represented. The purpose of these Associations should be to help to protect and conserve the existing resources in playgrounds and to find out, earmark and recommend the allocation of fresh land for them. In framing their programmes for the Third Five-Year Plan, the State Governments should as far as possible aim at the target of providing adequate playgrounds for all schools and colleges. Further, in order to popularise games and sports in schools adequate provision should be made for the training of teachers for Physical education. Some incentives should be offered to boys and girls who earn distinction in these activities, and steps should be taken to promote the practice of indigenous games and the holding of coaching camps”.



**Item 3 : To consider the modifications suggested by the 1957 Lucknow Conference in the original recommendations of the Lucknow Conference held in 1953 relating to the Devanagari script**

The recommendations of the Devanagari Script Reform Conference held at Lucknow in 1953 as modified by the Conference held by Uttar Pradesh Government in 1957 were illustrated by Shri R. P. Naik, Joint Secretary, Ministry of Education, on the blackboard. The recommendations were accepted subject to the clarifications given in the memorandum circulated. The Conference further recommended that hereafter there should be no unilateral change in the Devanagari script.

**Item 4 : To consider the National Service Scheme**

The proposal to institute a scheme for National Service was discussed in the context of the memorandum prepared by the Ministry. There was unanimity that there was an urgent need for trying out a workable scheme for National Service; education, as it was imparted in schools and colleges today, left something to be desired and it was necessary to supplement it with a programme which would arouse interest in the social and economic reconstruction that was going on in the country. It was also necessary that if the real objectives of the scheme were to be realised it was necessary to integrate it with the educational process as early as possible.

With regard to the question as to whether the scheme should be implemented on a voluntary basis or on a compulsory basis, the general feeling was that the scheme should not be made compulsory at this stage. The States whose Ministers particularly emphasized this point were Madras, Rajasthan, West Bengal, Bombay and Madhya Pradesh. It was generally felt that the scheme should be tried initially on a voluntary basis in a few selected places.

With regard to the stage at which the service should be introduced, the general feeling was that in the first instance it should apply to the university graduates only. If necessary, it could be extended to the under-graduates level later. A number of Ministers, particularly those from Madras, Assam, Jammu & Kashmir were of the view that in view of the shortage of trained doctors and engineers, students in these professional categories should be exempted from the scheme for the time being. The Orissa Chief Minister was in favour of extending the exemption to science graduates also because in his State science graduates were in acute short supply and were not available even for teaching science at the school stage.

Another important point expressed in the Conference was that if the scheme is not to fizzle out and if the enthusiasm of the young graduates is to match the enthusiasm with which it is being advocated, it is necessary to offer stipends or some other financial attraction to the students to make the scheme attractive. It would also be necessary to give in the matter of employment preference to graduates participating in the scheme. Unless these two inducements were offered from the very beginning, the basic purpose underlying the scheme

would be jeopardised. The Ministers who specially emphasized the element of inducement were from Madras, Rajasthan, Andhra and Orissa.

A number of Ministers also emphasized that before a beginning could be made with the scheme, it would be necessary to work out a detailed programme of the activities to be covered by the scheme. At present it was not very clear as to what would be the contents of the training or service which the students would undergo. It was necessary to define what such expression, as 'labour' and 'physical work' exactly meant in terms of concrete programmes. The jobs to be undertaken and the tasks to be performed by the graduates would have to be clearly laid down.

Another point brought out in the course of the discussion was that there should be no dull uniformity about the programmes. It would be necessary to take into consideration the nature of the training which students had received as well as their individual interests and aptitudes. The programmes should be formulated after taking into consideration all these factors. It would be a wrong approach to think that 'physical labour' was the only effective medium of training. If some students happened to be interested in social work or in the education of the illiterates, there is no reason why cognate programmes should not be accommodated under the scheme.

The Deputy Minister for Mysore drew the attention of the Conference to the need for ensuring that this scheme did not duplicate the work of the N.C.C., the Bharat Sevak Samaj, the National Discipline Scheme and other similar programmes. She pointed out that it was also necessary to ensure that in its working the scheme did not aggravate the unemployment situation in the rural areas since the problem was already very acute there.

With regard to the duration of the course, there was some difference of opinion. One view was that National Service Camps should generally be held only during the vacations so that no separate time had to be provided for and also because teachers, etc. would be more easily available during this period. Another advantage of holding the camps during the vacations would be that a student will have the opportunity of participating in the programmes several times during his career. This would ensure a kind of permanent orientation which was the real aim of the scheme.

The other point of view was that camps of short duration never went a long way in altering well-entrenched habits and attitudes. If a real change in the outlook of the students was to be brought about, it was necessary to arrange a continuous participation for a period of six to nine months. Such a long period of training could be accommodated only at the end of the degree course. However, as no clear decision was forthcoming, the Conference resolved that the mould should not be set too firmly and that some experimentation would be necessary to find an answer to this as well as other related questions.

The Conference also considered the question of the locale of the camps. A number of Ministers emphasized that it would be necessary to hold these camps in the rural areas if a proper orientation was to be given to the students in tackling problems of national reconstruction. However, here again it was pointed out that perhaps no rigid decision need be taken. It would be desirable to keep the mind open and decide in favour of holding camps *wherever* the conditions favoured. If a particular urban environment offered a good situation for a camp, there was no reason why it should not be utilised.

There was also some discussion about the part that the Ministry of Defence personnel should play in helping the Ministry of Education and the State Education Departments in organising such camps. While there was no objection from any quarter to associating military personnel with the organisation of camps and with the training of university teachers for such work, some members were emphatic that the final responsibility for organising the camps should rest with the educationists and not the army people. This point was accepted. In this connection Dr. C. D. Deshmukh suggested that an 'Orientation Board' representing all important interests would perhaps be the ideal machinery for working a scheme of this kind. The main advantage in having such a Board was that of autonomy which was absolutely necessary if the programmes under the scheme were to fulfil their real objective.

Concluding its discussion of the item, the Conference made the following recommendations :—

- (1) the question of introducing the scheme on a compulsory basis should be considered after the experience of a pilot project to be operated for a few years;
- (2) pilot projects of three months' duration consistent with the objectives of the scheme, and preferably one for each university, for students volunteering to participate in the programme, may be organised; and
- (3) a committee may be appointed to work out the details of the proposed pilot projects.

**Item 5: To consider the question of converting the existing High schools into Higher Secondary schools during the Third Plan period**

The Conference was in general agreement regarding the completion of the reorganisation of Secondary education as early as possible. It was not agreed, however, that in order to achieve that objective it should be necessary to impose a total ban on the opening of new High schools. Such a measure was likely to dampen the enthusiasm of the people and voluntary organisations in certain areas and was likely to result in a set-back in the expansion of Secondary education in the backward areas. However, it was agreed that the establishment of High schools should not be undertaken indiscriminately. A new High school would be allowed only in a place where for certain reasons

such as the financial incapacity of the local population, it was not possible to have a Higher Secondary institution instead. The Conference resolved that :

“In order to complete the reorganisation of Secondary education as early as possible, at least 50 per cent of the existing High schools should be converted into Higher Secondary schools during the Third Five-Year Plan. It should also be provided that, during this period, ordinarily no new High school (or Class X school) will be opened and that all Secondary schools to be established will be of the Higher Secondary pattern. In this connection, the Conference recommended that the pattern of Central assistance for the establishment of Higher Secondary schools should be the same as for the conversion of High schools into Higher Secondary schools.

“Since this reorganisation will depend largely on the staffing of the new schools by qualified teachers, it was necessary that steps should be taken in time to recruit and train additional teachers required for the reorganised and new Higher Secondary schools.

“The Conference resolves that the conversion of the existing High schools to Higher Secondary schools in the Third Plan is the minimum programme of reconstruction that the country should adopt. Any further reduction in this target may jeopardize the very purpose of reorganisation. The Conference, therefore, recommends to the Planning Commission, Ministry of Education and the State Governments that adequate provision should be made in the Third Five-Year Plan for this purpose”.

**Item 6: To consider whether the Education Departments of the States are fully equipped to meet the new demands that will be made upon them for the successful implementation of the educational provisions of the Third Five-Year Plan**

This Conference generally agreed with the recommendations made by the State Education Secretaries and members of the Working Group on Education, and recommended that the finances needed for recruiting the staff for strengthening the administrative machinery for implementing the Third Five-Year Plan should be made available during the Second Plan period.

It also recommended that where a new scheme approved in the course of the Plan period could be conveniently fitted into the State ceiling for the Education Plan, the estimated expenditure should be accepted as an additional provision in the State Plan for Education. It further recommended that the Planning Commission should consider this suggestion and convey their decision to the State Governments.

**Item 7: Limiting the number of students in universities and institutions of Higher education**

Introducing the problem, Dr. Deshmukh pointed out that the University Grants Commission had been set up as a statutory body to

ensure that the universities and institutions of higher learning maintained reasonable standards. During the last twelve years, the standards had been deteriorating at a very alarming rate because the universities and colleges had been quite helpless to resist the pressure of 'invading numbers'. Without a commensurate increase in accommodation, equipment, staffing and other facilities the enrolments at the University stage all over the country had swollen to mammoth proportions. As a conscientious dispenser of public money, the University Grants Commission could not view this state of affairs with equanimity. Whatever little was achieved by rendering financial assistance to universities and institutions was more than neutralised by the increased enrolments. Unless something was done to check this 'tide', it would be impossible to improve standards or even to contain further deterioration. While it was admitted that whenever there was a genuine case for expanding facilities at this level, it should receive sympathetic consideration from the University Grants Commission, it would be quite wrong in principle to concur in the policy of accommodating every student at this stage. This was precisely what was happening all over the country with such disastrous results.

Dilating on the points made by Dr. Deshmukh, the Chairman pointed out that the question really was: who should proceed to the university and whether in view of the limited resources of the country there was any justification for permitting an uncontrolled increase in numbers at that stage. What was now happening was that in an institution of limited accommodation, staff and equipment, no limit was prescribed to admissions. The result was that an institution with facilities for, say, 200 had as many as five or six thousand students on its rolls. Apart from adversely affecting standards such a situation also resulted in colossal wastage of human material as was testified by the high percentage of failures in all university examinations. No wonder everybody was critical of the falling standards and every year Parliament expressed great anxiety on this question. It was apparent that unless something was done to restrict admissions which would keep away the unsuitable students and unless certain minimum conditions of accommodation, staffing and other facilities were insisted upon before giving recognition to a new college, the present chaos would continue.

The Orissa Chief Minister struck a different note and said that whatever the decision might be with regard to the rest of the country it should not apply to backward States which had special problems of their own. In such areas the number of students taking advantage of University education was comparatively small and there was every justification for encouraging more students to proceed to the university and colleges of professional education. Otherwise such States would never be able to make good the acute shortage of trained personnel in almost all walks of life.

The Rajasthan Chief Minister was of the view that, while he shared the concern of the University Grants Commission, the best way to

impose the conditions proposed in his opinion would be to ask the University Grants Commission and the universities themselves to impose these conditions. If such restrictions were imposed by the State Governments, there was bound to be opposition on the ground that when the universities had no objection to the expansion of facilities why should the State administrations interfere in such matters.

However, the most important consideration that was cited in favour of re-examining the whole matter more carefully was that the approach exemplified in the memoranda prepared by the Ministry of Education was of a negative character. The large number of unsuitable students who went in for Higher education at the moment do so because there are neither any vocational nor any educational opportunities open to them. It was no use thinking in terms of 'restricting' numbers so long as alternative avenues of employment and technical training were not made available. While there could be no question about the educational soundness of the proposal made by the Chairman of the University Grants Commission, several members were of the view that the matter had really to be examined in the context of the prevailing unemployment among the educated classes. So long as the situation on that front did not change for the better, the parents would be justified in questioning the propriety of imposing such restrictions. The Ministers who particularly insisted upon a reconsideration of the whole matter were those of Punjab, West Bengal and Assam. In view of the serious nature of the issues raised, the Conference recommended that the problem should be studied carefully by each State and that the results of the study should be placed before the Conference at its next meeting.

**Item 8: Future policy regarding the Anglo-Indian institutions after 1960 when the special concessions under Article 337 of the Constitution will have been ceased—(U.P. Government)**

Introducing the item, the Chairman pointed out that the matter had been examined fully in the Ministry and that the Ministry's view was that under the Constitution it was not feasible to force these institutions to change their affiliation in favour of the State Boards or to change their character in any other way. Article 29 of the Constitution provides definitely that any section of the citizens residing in the territory of India or any part thereof having a distinct language, script or culture of its own had every right to conserve the same. Article 31 of the Constitution further lays down that all minorities whether based on religion or language shall have the right to administer educational institutions of their own. That being the Constitutional position, the Chairman clarified that there would be little justification for withdrawing the normal grants to such institutions. In the circumstances he wondered whether anything could be done except to continue one's efforts to persuade these institutions to seek affiliation to the Indian Boards or universities as early as possible.

The Deputy Minister of Education, Uttar Pradesh, however, reiterated the view of his State Government that in the changed circumstances it seemed necessary either to withdraw aid to such institutions or to insist on their changing over their affiliation to the Boards of Secondary Education or universities, as the case may be, urgently. After listening to the Uttar Pradesh representative, the Conference decided that the matter should be examined further in the Ministry.

## **ANNEXURE A**

### **Agenda of The State Education Ministers' Conference**

**PLACE :** Vigyan Bhavan,  
New Delhi

**DATE :** 8th & 9th August, 1959

**TIME :** 10 A.M.

#### **Items**

1. To consider the question of provision of free and compulsory education with particular reference to the introduction of compulsory education for 6—11 age-group in the Third Five-Year Plan.  
(Annexure B)
2. To consider the development of sports and physical activities in schools and colleges.  
(Annexure C)
3. To consider the modifications suggested by the 1957 Lucknow Conference in the original recommendations of the Lucknow Conference held in 1953 relating to Devanagari Script.  
(Annexure D)
4. To consider the National Service Scheme.  
(Annexure E)
5. To consider the question of converting the existing High schools into Higher Secondary schools during the Third Plan period.  
(Annexure F)
6. To consider whether the Education Departments of the States are fully equipped to meet the new demands that will be made upon them for the successful implementation of the educational provisions of the Third Five-Year Plan.  
(Annexure G)
7. Limiting the number of students in universities and institutions of Higher education.  
(Annexure H)
8. Future policy regarding the Anglo-Indian institutions after 1960 when the special concessions under Article 337 of the Constitution will have been ceased. (U.P. Government)  
(Annexure I)
9. Any other item :  
(Under this item a note regarding the actions taken on the decisions of the State Education Ministers' Conference held in September, 1957 was circulated.)  
(Annexure J)



## ANNEXURE B

### Memorandum

on

**Item 1: To consider the question of provision of free and compulsory education with particular reference to the introduction of compulsory education for 6—11 age-group in the Third Five-Year Plan**

The Panel of Education set up by the Planning Commission at its meeting in 1957 had recommended the following target regarding introduction of free and compulsory Primary education :—

“The immediate objective before the country should be the introduction of universal, free and compulsory education for all children up to the age of 11 + . This target must be reached by 1965-66 at the latest.”

It will be remembered that this recommendation was accepted by the Conference of Education Ministers held in 1957 and by the Central Advisory Board of Education in February, 1958. Thereafter, on the initiative of the Union Ministry of Education, the Government of India have also taken a policy decision to implement this recommendation. Accordingly, preliminary steps have been initiated already to give effect to this national programme.

For this purpose, the first requirement is to include this programme as the highest priority item among the development schemes under the Third Five-Year Plan. In fact, this is being regarded as a settled issue and various preliminary measures to launch the programme in the first year of the Third Plan are already under different stages of implementation. For instance, to produce an adequate number of suitably qualified teachers for appointment under this programme during the Third Plan, a Central scheme offering 100 per cent assistance to State Governments during the current and next year has already been put into effect. Most of the State Governments have also prepared their preliminary programmes and estimates and the time has come to prepare detailed annual programmes in accordance with the actual requirements of individual habitations to be provided with schooling facilities, utilising the results of the recent All-India Educational Survey. But since the existing administrative machinery is already fully occupied in giving effect to current programmes, it is most urgently necessary to strengthen it adequately to enable it to shoulder the responsibility of this big programme. As soon as the administrative machinery has been strengthened to the required extent, the working out of detailed annual programmes will have to be taken in hand. It may be mentioned in this connection that the Ministry of Education have already sent to the State Governments a number of brochures containing practical suggestions as to how different major aspects of this programme may be successfully tackled.

The problem of providing free and compulsory Primary education during the Third Plan will really comprise the following two main problems :—

(i) that of spreading education among girls and in the comparatively backward areas; (by the end of the Second Plan a very high percentage of the boys of non-backward areas are expected to be in schools), (ii) retaining in school the children once enrolled until they attain the age of 11 years or complete the Primary stage of education. This is most important because, according to available statistics, at present about 40 per cent only of the children enrolled in class I reach, in the normal course of years, the stage at which they may be expected to attain permanent literacy. This means that more than half of the money spent on Primary education is being wasted at present. So, the requirement would be mainly to take effective measures to spread education among girls and in backward areas and to minimize wastage and stagnation.

To help the State Governments the Government of India have also drafted a model Compulsory Education Act. It is necessary for each State to get it through its legislatures well in time for implementation in the Third Plan. Necessary machinery for the proper and full implementation of the Act will have to be laid down well in advance.

As mentioned before, the target of introducing free and compulsory education for all children between 6 and 11 years has been accepted in principle by the Government of India at the highest level. It has also been accepted at the Cabinet level by a number of State Governments. The All-India Council for Elementary Education also recommended the acceptance of this target by all the State Governments at their Cabinet level. This will be useful because such acceptance will mean a reasonable assurance about the availability of the required funds to implement the programme and will enable the Education Departments to proceed in this matter on a firm footing. In this connection, it may be mentioned that the Planning Commission are of the view that within the resources likely to be available for the Third Plan, every effort will be made to provide the funds required for this programme.

It is obvious that the successful implementation of this huge programme, of which there is hardly any parallel in history, will require the mobilisation of the resources of the Governments at the Centre and in the States and of the community. It is obviously not possible for the Governments alone to bear this huge burden of either financing the programme or of organising it properly. So, a most important and urgent measure is to initiate a country-wide campaign aiming to arouse the interest of the people in this programme and to ensure the local community's active participation for its success. In particular, it will be necessary for the community to donate land for schools; to supplement substantially the Government contribution towards school building with funds, material and free labour; to bear a substantial portion of the financial and organisational responsibilities in providing incentives like the mid-day meals etc. for poor children and to get all the

children between 6 and 11 years enrolled voluntarily in schools when they are provided. In this connection, it is important to highlight the necessity of endeavouring to effect the maximum possible economy in the expenditure on buildings. It is, no doubt, desirable to have proper school buildings in which the local community may take legitimate pride but in view of the difficult resources position, it is essential that for a number of years to come, expenditure on this item should be confined to the inescapable minimum. It is also important to make the maximum utilisation of the existing buildings and teachers so that the additional cost of providing facilities for the remaining children may be kept as low as possible.

A suggestion has been indicated from responsible quarters that the entire financial responsibility for putting up school buildings and providing incentives like mid-day meals etc. for children should be borne by the local community. This means that the State should make no contribution for these purposes. This matter was discussed in the recent meeting of Education Secretaries and the Central Working Group on Education for the Third Plan and the view was firmly held that it would not be realistic to expect the community to be able to bear the entire financial responsibility for this purpose. However, it will be useful if the Education Ministers also give consideration to this important issue and express their views thereon.

To sum up, it is necessary to take action urgently on the following main points to give effect to this programme :—

- (i) Acceptance of the target by the State Governments at their Cabinet level.
- (ii) Giving it the highest priority in the development programme under the Third Five-Year Plan and making expenditure provision for implementing it.
- (iii) Organising a country-wide campaign to mobilise the community's resources and efforts for the successful implementation of this programme.
- (iv) Recognising the education of girls as a special major problem and taking urgently all necessary steps including special steps to increase the number of women teachers to the required extent. Special steps to be taken in backward areas in particular.

## ANNEXURE C

### Memorandum on

#### **Item 2: To consider the development of sports and physical activities in schools and colleges**

The *Ad Hoc* Committee constituted by the Government of India under the Chairmanship of H.H. The Maharaja of Patiala to enquire into the reasons for the unsatisfactory performance of Indian teams and athletes in the Olympic and Asian Games and to suggest ways and means for the improvement of the standards of games and sports in India, has emphasised in its report that the proper development of sports in educational institutions is a *sine qua non* for raising the standards in sports at the national level. The Committee has noted that the facilities for sports in our schools are extremely meagre and that since sports and physical activities do not count for promotion in the context of the examination system, they are apt to be neglected both by the students and the teachers. Organised sports is an integral aspect of Physical education and apart from developing the child's organic fitness and teaching him neuro-muscular skills, it trains him in self-discipline and responsibility, which are fundamental to democracy, and gives him valuable training in human relationships. However, except in public schools there is no adequate emphasis on sports.

2. Some countries have playing fields associations. These bodies make a survey of the needs of the community in respect of playgrounds and suggest schemes for their provision. They act as a check upon the depredations of builders on open spaces which are needed for playgrounds. No such attempt, organised or otherwise, has yet been made in this country despite the persistent and glaring encroachment in towns upon open lands which should obviously be turned into playing fields. Our towns and cities have grown and continue to grow haphazardly without system or plan. Facilities for sports and recreation have not been thought of seriously enough. We need to provide playgrounds, in the first instance, for the schools. Few schools in the larger towns and fewer still in the smaller towns have playgrounds of their own. The result is that, because of a combination of adverse physical conditions, a large number of boys and girls cannot take part in games. In the rural areas, though open spaces are available, not many schools have the means to buy land to turn them into efficient playing fields.

3. The *Ad Hoc* Committee have suggested the following standards in respect of playgrounds for educational institutions:—

A college with a student population of 1,000 to 1,500	10 acres
A High school with a student population of 500 to 1,000	5-6 acres
A Middle school with a student population of 200 to 500	3-5 acres
A Primary school	1 acre

Where separate playgrounds cannot be made available for each educational institution, a common pool for a group of institutions has been proposed by the Committee.

4. What is of immediate concern is that the position has seriously deteriorated during the last decade. Since the end of the last World War the intake of educational institutions has steeply risen and schools and colleges which had 300 to 500 students on their rolls are now frequently having double the number or more. A large number of additional colleges and schools have been opened in urban and semi-urban areas. There has been no corresponding expansion in the facilities available for physical activities and sports. Apart from lack of playgrounds, there is also lack of equipment and amenities. With the closure of waste lands and the urbanisation of rural areas, many institutions are finding that the cost of acquiring land for playgrounds is beyond their means. At present it is doubtful if one in every four schools/colleges has adequate playground facilities. In order to arrest further deterioration and ensure that schools do not function without adequate playgrounds, the Government of India have recently advised State Governments to set up *Playing Fields Associations*, in which educational institutions, municipal and local bodies, the P.W.D., the Town Planning authorities, etc., would be represented. These associations should help to protect and conserve existing resources in playing fields and to find out, earmark and allocate fresh land for playing fields. State Governments have also been advised to earmark immediately such areas as can be used for playgrounds and to take steps to prevent encroachment on or foreclosure of these lands, pending their acquisition.

5. In view of the recommendations of the *Ad Hoc* Committee referred to in para 1 above, the pattern of the Government of India's schemes for assistance for games and sports has been reorientated with effect from the current financial year. The sum of Rs. 100 lakhs which is now available for expenditure on games and sports during the remaining period of the Second Five-Year Plan will hereafter primarily be devoted for the development of games and sports in educational institutions and in rural areas, spheres which have received little attention during the last four years. It has been decided that the available funds should be distributed as follows:—

- |   |     |
|---|-----|
| (i) Improvement of standards in sports  | 30% |
| (ii) Popularisation of sports and games in educational institutions and in rural areas, with special reference to acquisition of playing fields for schools | 65% |
| (iii) On organisational expenses for the Federations/Associations, etc.   | 5%  |

6. While the Government of India have made it clear that it would not be possible for the Centre to provide sufficient funds for acquisition of playing fields for *all* schools in the country which require playing fields, they have informed the State Governments that they would be prepared to pay a sum of Rs. 10 lakhs as grants during 1959-60 to schools for the acquisition of playing fields. State Governments have been asked to forward applications of selected schools for this purpose.

ANNEXURE D  
Memorandum  
on

**Item 3: To consider the modifications suggested by the 1957 Lucknow Conference in the original recommendations of the Lucknow Conference held in 1953, relating to Devanagari script**

The Devanagari Script Reform Conference held at Lucknow in 1953 took certain decisions in regard to the reform in Devanagari script. The recommendations made by this Conference were accepted by the Government of India and a recommendation was made to all the State Governments that they might also give effect to the decisions taken at this Conference. From the replies received from different State Governments it was observed that only the Governments of U.P., Kerala and Bombay decided to accept the recommendations *in toto*. The Governments of Madhya Pradesh, Punjab and Bihar accepted the recommendations made by this Conference except in regard to the main question of

- (i) the changed form of short matra ङ ;
- (ii) the manner in which conjunct letters have to form with र .

In view of the strong opposition, the Government of Bombay have also resiled from their old stand and have allowed the option to the writers and publishers to use the original form of Devanagari script. The Government of Uttar Pradesh also found that students, teachers and the public had to face great practical difficulties due to the reforms and, therefore, in October, 1957 they convened another Conference to reconsider this question. The 1957 Conference convened by the U.P. Government have suggested the following deviations from the decisions taken at the 1953 Conference:—

- (i) to place the matra of short “ङ” to the left of the consonant to which it is attached;
- (ii) to use all the three old forms of “र” ( , , ) when it is joined with other letters; and
- (iii) to form compound letters by dropping the vertical line where possible.

All the State Governments except U.P. were addressed in March, 1959 to intimate whether they agree with the recommendations of the 1957 Conference. The Manipur, Delhi, Tripura and Himachal Pradesh Administrations and the Governments of Rajasthan, West Bengal, Punjab, Bihar and Madras are in favour of the recommendations of the 1957 Conference. The Laccadive, Minicoy and Amindive Islands and Pondicherry Administration have no comments to offer. The Government of Andhra Pradesh have endorsed the views of the Head of the Department of Hindi, Osmania University (Appendix 1). The Governments of Orissa and Andaman and Nicobar Islands have

given some other suggestions (Appendix 2). The Government of Bombay are of the opinion that the Devanagari Script should be kept as it is without creating innovations from time to time which create confusion and public resentment.

The Government of Kerala have referred the matter to a Committee whose recommendations are awaited by that Government. Replies from the remaining State Governments are still awaited.

The matter is now placed before the Conference for consideration whether the recommendations made by the 1957 Conference should be accepted.

An additional note on this item is at Appendix 3.

#### APPENDIX 1

##### *Views of the Head of the Department of Hindi, Osmania University*

I also feel that the three modifications referred to are justified. I have consulted Shri M. Nilakhe of Bombay over this matter. Shri Nilakhe has very recently established a new world record in the speed of type-writing and has got a lot of ideas about it. He explained to me that work could be efficiently done on a type-writing machine without effecting any change in the present script. However, I feel that some changes would be advantageous. Please send the following proposals to the Reform Committee:

##### *Present symbols*

ख

झ

छ

भ

##### *Proposed Reforms*

क

ज

च

फ

If the proposed four reforms are incorporated and some more improvement is brought about on the above lines the Nagari script would be more easy for pen writing and machine writing both. In the same way formation of इ, ई, उ, ऊ, ए and ऐ with the help of अ like अ, ओ, ऊ, औ, अं, and अः, would create a lot of misunderstanding. इ, उ and ए are grammatically dissimilar vowels. If all of them are made from अ children will get the first impression that they are all similar and variants of the same अ. Consequently I am not in favour of these changes also. Moreover they are more difficult to write, than इ, ई, उ, ऊ, ए and ऐ.

These are my views which I want to be communicated to the Conference of Education Ministers.

क काकि की कु कू कृ कए कण कम

This Administration has no objection to the three proposed modifications being considered in the Conference of the Education Ministers. In addition, this Administration would also suggest that various forms of the vowels be formed by adding matras to the basic अ. The consideration of this change may also kindly be included in the Agenda of the Conference.



## APPENDIX 3

*Additional Note on Item No. 3—Devanagari Script Reforms of the Agenda*

To facilitate the discussion on this item, a meeting of the following experts, drawn from various parts of the country, was held under the Chairmanship of Shri R. P. Naik, I.C.S., Joint Secretary, Ministry of Education on the 4th and 5th August, 1959 :—

1. Shri M. L. Bhatt,  
Rashtrabhasha Prachar Samiti,  
Wardha
2. Shri S. N. Chaturvedi,  
19-A. P. Sen Road,  
Lucknow
3. Shri S. P. Chaturvedi,  
Principal,  
Raipur Sanskrit College,  
Raipur
4. Shri Desai,  
Gujarat Vidyapeeth,  
Ahmedabad
5. Shri M. L. Gurtu,  
Dr. Gurtu Marg,  
Jodhpur
6. Shri N. G. Kalelkar,  
Maharashtra Rashtrabhasha Prachar Samiti,  
Poona
7. Shri R. C. Khanna,  
Deputy Director of Education,  
Punjab
8. Shri S. Mahalingam,  
Dakshin Bharat Hindi Prachar Sabha,  
Madras
9. Shri V. V. Mirashi,  
Dharm Peth Extension,  
Nagpur
10. Shri K. N. Mishra,  
Science College,  
Patna
11. Shri G. P. Nene,  
Secretary,  
Maharashtra Rashtrabhasha Sabha,  
Poona
12. Dr. Raj Bali Pandey,  
Nagari Pracharini Sabha,  
Kashi
13. Dr. W. N. Pandit,  
Director of Languages,  
Bhopal

14. Dr. Bishwanath Prasad,  
Head of the Institution for  
Linguistic Research,  
Agra
15. Prof. D. N. Sharma,  
Head of the Department of Hindi,  
L. S. College,  
Muzaffarpur
16. Dr. Dharendra Varma,  
General Editor,  
Hindi Encyclopaedia,  
Nagari Pracharini Sabha,  
Varanasi

The following resolution was passed unanimously : "This Committee, having fully considered the recommendations of the Conference\* convened by the Uttar Pradesh Government in 1953 and 1957 at Lucknow, resolves that the decisions of the 1953 Conference be accepted along with the modifications made in 1957 subject to the clarifications given in the note that follows. According to this decision, the Committee recommends that the matra of short इ be written as usual to the left of the consonants and that all the three old forms of र ( , ° , ) be retained".

#### NOTE

##### 1. (a) Vowels

It is not necessary to include the two vowels ऋ and ॠ in the list of vowels.

##### (b) Consonants

ड़ and ढ be added to the consonants.

##### (c) Numerals

The form of १ as recommended in 1953 conference should continue.

##### 2. The matra of short 'इ'

The matra of short 'इ' be used to the left of the consonants as usual, as कि.

##### 3. (a) Conjunct letters

Where it is possible to remove the vertical line (i.e. पाई) in a consonant, conjunct letters should be formed by removing the vertical line except in the case of conjunct 'र'.

(b) The present form of the conjunct 'क' and 'फ' should continue, e.g., संयुक्त, पक्का, दपतर.

(c) Except in the case of 'ह' and 'र' the conjunct forms of all the other letters be made by adding the 'हल्' symbol. The alternate forms of ड, ट, ठ, ढ, ढ and द should not be accepted. (The conjunct form of these letters may be written in Sanskrit in the old style).

(d) All the three old forms of conjunct 'र' be retained as before, as प्रकार, में, राष्ट्र.

(e) Conjunct consonant with ह् may be formed with the हल् symbol also.

(f) श्री should be written in the old style.

4. All the other decisions of the 1953 conference should continue, viz., (i) the use of the headline should continue;

(ii) (a) except fullstop, all the punctuation marks be accepted as they are current in English, e.g., - — , ; ! ? : (The symbol of visarga should serve the purpose of colon);

(b) for fullstop (।) a vertical line should be used;

(c) as far as possible, all the following symbols be incorporated in the keyboard of the typewriter :

( - ` . % “ ” ( ) + × ÷ \* = † ~ )

(iii) the symbols of nasal and half nasal sounds ( ँ , ण ) should continue.

## ANNEXURE E

### Memorandum

on

#### **Item 4: To consider the National Service Scheme**

A draft outline of a Scheme for National Service prepared by the Ministry of Education is at Appendix 4. The draft outline has been considered by an Inter-Ministerial Committee and its main features have also been discussed at the 34th Annual Meeting of the Inter-University Board and the 8th Quinquennial Conference of Universities held at Chandigarh in February, 1959. The major points on which decisions have to be taken before the scheme is finalised are as follows :—

- (i) What should be the objective of the scheme? Should the objectives be related to social and economic planning of the country or should they be related to reform of educational system?
- (ii) Should the scheme be voluntary or compulsory?
- (iii) What should be the stage at which service should be rendered?
- (iv) What should be the duration of the service?
- (v) What should be the content of the service? Should the emphasis be on hard manual labour or should the draftees be employed on work suited to their special talents?
- (vi) What should be the legislative measures to give effect to the scheme?
- (vii) What organisation should be set up to operate the scheme effectively and successfully?
- (viii) What would be the approximate cost involved and who should meet it?

2. These questions are dealt with *ad-seriatim* below in the light of discussions that have so far taken place:—

- (i) *What should be the objectives of the Scheme? Should the objectives be related to social and economic planning of the country or should they be related to reform of educational system?*

One point of view on this question is that every citizen should be required to render national service to assist in the rapid social and economic development of the country by engaging the youth in productive and constructive work under strict discipline and thus mobilizing the vast unutilised human resources of the country for achieving the tasks of national reconstruction. In this way, it will be possible also to develop in them a spirit of social service, and real respect for manual labour. This will improve the quality of manpower and equip the youth for positions of responsibility which is essential for the

successful implementation of the enormous development plans lying ahead.

The other point of view is that national service should be conceived as an educational experience. The inculcation of discipline, spirit of social service and dignity of manual labour should be the end product of the educational process which should prepare the youth for life. National Service should, therefore, be integrated with the educational system, which should, in turn, determine the stage and the duration of such service.

It is felt that the economic and educational objectives are not mutually exclusive and there need not be any antagonism between the two. The educational aspects are important but the problem has to be viewed in the context of national needs for rapid social and economic development of the country. The national service, apart from improving the quality of education and training, is directed to invoke the idealism and enthusiasm of the youth in contributing effectively and substantially to the implementation of the vital development plans of the country through arduous, sustained and responsible work.

*(ii) Should the scheme be voluntary or compulsory?*

It has been argued that the element of compulsion, by its very nature, negates the spirit of social service. Besides, it will give rise to the charge of regimentation by the State. The scheme should therefore, be operated on a voluntary basis.

The other school of thought is that the scheme should be compulsory if it has to be effective in attaining the objective of rapid social and economic development of the country. In many countries of the world a period of service in the armed forces is compulsory for every young man and is not considered an infringement of his liberties or freedom. There is no need for such conscription for military purposes in India but a period of obligatory service in peaceful productive and constructive work is essential for the social and economic reconstruction of the country within a reasonable time.

*(iii) What should be the stage at which service should be rendered?*

There are conflicting opinions about the stage at which service should be rendered. Some maintain that the service should be rendered after the Secondary stage before entrance to college, and others want the period of service to be spread over the educational career at the collegiate level. There are still others who would like the service to come at the end of the educational career (but not below the Secondary stage).

According to the scheme, as it is conceived, it will be compulsory for all citizens between certain ages to render a specified period of national service and such citizens shall be called in such categories and such numbers as may be considered suitable. The magnitude of the problem, both as regards numbers and operational difficulties, makes it necessary to start modestly with a limited programme and

extend it gradually as increased resources in finance and organisation become available.

It is, therefore, considered that a beginning may be made with those who have completed the first degree in humanities, sciences and the professions. The number of such graduates would be in the neighbourhood of 50,000 and it would be practicable to start the scheme with this number.

*(iv) What should be the duration of the Service ?*

Periods varying from six months to two years have been suggested for the service. While some favour that the service should be continuous, others are of the view that it should be broken in two or three parts and rendered during the summer vacations in order to avoid the addition of one year to the educational career.

A period of nine to twelve months service is considered essential for the draftees in order to make an effective and substantial contribution to the development projects. One part of the service, *i.e.*, preparation and orientation of two or three months, could, however, be rendered during the summer vacations but actual participation of six to nine months in development programmes must be continuous if the desired results are to be achieved.

*(v) What should be the content of the Service ? Should the emphasis be on hard manual labour or should the draftees be employed on work suited to their special talents ?*

It is agreed that the draftees should be put to manual work and they should live and work during the period of service, under military discipline *minus* arms. It has, however, been contended that in view of the large surplus labour available in the country for manual work, it would not be desirable to employ students on this work and that they should be utilised to do work suited to their special talents.

It is not the intention of the scheme to replace the existing labour force but to concentrate on those sectors of national economy which are lagging behind and to help in mobilising the vast unutilised human resources for the accomplishment of specific tasks. Though not an end in itself, manual work must occupy an honoured and important place in the Service, which should aim at invoking the idealism and enthusiasm of youth for productive work consistent with their training, intelligence and capacities. It is also proposed to provide facilities for educational and cultural activities. Special consideration would be given to the type of work required of women.

*(vi) What should be the legislative measure to give effect to the Scheme ?*

If the Scheme was mainly directed towards educational ends or if the rendering of national service was made precedent to the conferment of a degree, it would involve the amendment of about 40 university statutes by the State Governments and the Central Government or framing of suitable regulations by those universities under the relevant statutes. It is felt that such a course will not only involve

endless delay but will also make it difficult to enforce the scheme on a national basis.

It is considered desirable to frame one uniform Central legislation for the purpose of enforcing the scheme. This would be possible under Article 23 of the Constitution which provides for enlistment of citizens for public service, read with Entry 20 of the Concurrent List, if the main objective of the scheme is stated to be social and economic planning. A detailed examination of the legislation that may be undertaken for the purpose would be necessary after the scheme has reached a concrete shape.

(vii) *What organisation should be set up to operate the scheme effectively and successfully?*

As the scheme is sought to be linked organically with the social and economic development of the country, it will be necessary to have a Central Unit to formulate policy, coordinate the requirements of various States and to evaluate the outcome from time to time. The actual implementation should, however, be left to the State Governments. The Central Unit should be headed by an officer of the status of Joint Secretary and the State Unit should be headed by an officer of the rank of Under Secretary. The Central Unit should be under the control of the Ministry of Education and the State Units should be attached to the Departments of Education.

It is necessary for the successful implementation of the Scheme that its field staff like the Camp Commandants and Group Commandants should be adequately trained and equipped for their jobs. The Commandants will be selected university teachers, who would be given special training under the auspices of the Ministry of Defence to enable them to maintain and enforce military discipline among the units under their command. Retired Army Officers and J.C.O.s, depending upon their availability and suitability, will also be mobilised to serve as Commandants. The Ministry of Defence are willing to arrange for the necessary training but have asked for a year's notice to find suitable accommodation and make other arrangements for the training centre, and devising suitable syllabi for the trainees, etc. The selection of suitable personnel to act as Commandants will also require some time. Besides, the Commandants will need some training in various aspects of development work by appropriate authorities, e.g., they could usefully undergo a course in rural reconstruction arranged by the Directorate of Extension, so that they can provide the necessary leadership to the contingents in the field work as well. It is estimated that the various preliminaries will take about a year and a half to have adequately trained personnel in position for the successful operation of the Scheme.

(viii) *What would be the approximate cost involved and who should meet it?*

It is estimated that if the draftees number 50,000 the annual cost of the Scheme would be about Rs. 5 crores. These estimates are,

however, purely tentative and may be revised in the light of the final shape that the scheme may take.

The scheme is part of the nation-building programme and it would be better if the entire expenditure on it is met by the Central Government to ensure its successful implementation.

3. The National Service Scheme is a significant and important undertaking. The projects that are conducted under the Scheme are expected to produce immediate tangible benefits. What is even more important are the influences of such a programme on the growing personalities and developing character of the nation's youth. The Scheme will be a great force for good if it is successfully operated. It is, therefore, of the utmost importance that careful and thorough preparation be made before the Scheme is launched. In view of the time required for this purpose, it is felt that it would be better if the Scheme was formally introduced in the Third Five-Year Plan, *i.e.*, beginning from 1961-62. In the meanwhile, the following steps are proposed:

- (a) Pilot projects consistent with the objectives of the National Service may be conducted. Three-month camps may be arranged, preferably one for each university for students volunteering to participate in the programme, to gain experience in camp administration.
- (b) The blueprints of the work for various projects proposed to be undertaken under the Scheme and the number required for each type of work may be worked out well in advance.
- (c) The training of adequate field personnel, *i.e.*, Group Commandants and Camp Commandants, may be arranged with the help of the Ministry of Defence and other authorities.

4. The draft outline of the Scheme for Compulsory National Service is placed before the Education Ministers for their views and suggestions so that these may be taken into consideration before the Scheme is finalised.

#### APPENDIX 4

##### *Draft Outline of a Scheme for Compulsory National Service*

##### *Introduction*

The First Five-Year Plan adopted by the Government of India in 1952 stressed the need for Labour and Social Service by students in the following terms :—

“Institution of compulsory social and labour service for students is being urged, both as a measure of educational reform and as a means of improving the quality of manpower. The idea briefly



is that students of both sexes, between the ages of 18 and 22, except when exempted on medical grounds, should be called upon to devote a period of about a year to disciplined national service at such a place and time, and in such a manner, as the State may decide. The economic value of the product of such labour is not the chief consideration although the endeavour should be to increase constantly the efficiency of the work done so that it can become a source of real satisfaction, create a pride of achievement, and at the same time, make the scheme as nearly self-sufficient as possible. The primary aim of the period of training is, however, the building up of students as workers and disciplined citizens. The vast place which manual work occupies in the life of a nation should be reflected in the activities of every citizen and the dignity of manual labour should be realised in practice. These lessons are best inculcated in the formative years of one's life as a student. A certain amount of manual work, as a part of the daily routine, and a short-term stay in a labour camp once a year, should be features of the curriculum through the educational period. At some stage during this period, for a considerable length of time, manual activity should figure as the major item in the day's routine of the student. This, it is believed, should not be less than six months but may extend to a year.

"This service can take a variety of forms. It will develop significance in proportion to its relation to the real needs of the community. Community projects, irrigation works, buildings of public utility, roads, slum improvement, sanitation, etc. are among the avenues which are immediately open. Association of students with such works will bring them an intellectual and emotional awareness of the various tasks of national reconstruction, which are in progress.

"The intention is that every student before he enters life goes through the period of training. For those who enter the universities, the end of the intermediate course would be the most suitable stage for participation in the scheme. It will cover a fairly large group and will operate at a time when the pressure of economic considerations is not as great as at a later stage. In the absence, however, of sufficient experience of handling large bodies of students with economy and efficiency, the cost of introducing this scheme at this stage would be prohibitive. It is desirable, therefore, to begin with a small manageable group, for a period of three to six months and as experience is gained and more funds become available to shift the incidence of the scheme to an earlier stage and extend the period of its operation.

"Doubts have been raised regarding the desirability of introducing compulsion in this matter. They relate only to short-term difficulties and do not seriously touch any question of principle. A period of preparation and experimentation will be needed before the service can be put on a compulsory footing. Meanwhile, the scheme should be introduced on a voluntary basis with certain

inducements. Those who go through such a course will naturally be more fitted for positions of responsibility. Organisers of this scheme should be as far as possible college professors for whose training adequate arrangements should be made. In this task, help should be sought of organisations like the Hindustan Scouts and Guides, Hindustani Talimi Sangh, College of Physical Education, the Bharat Sevak Samaj and other social service organisations."

During the last seven to ten years, the Ministry of Education has launched, or continued, a number of schemes such as the Labour and Social Service Camps, Campus Works Projects, National Cadet Corps, Auxiliary Cadet Corps, Bharat Scouts and Guides, Youth Welfare, etc., purporting to instil within the trainees a sense of discipline, as well as an appreciation of, and identification with, the social and economic problems, specially of the rural areas. All these schemes, which were run on a voluntary basis, proved quite effective in developing among the students a sense of dignity of manual labour, better discipline and capacity to lead a corporate life. The students participating in such schemes have thus been equipped for positions of responsibility. The operation of these schemes has also served as a period of preparation and experimentation. The need and importance of a period of compulsory service for all young men and women is, by now, fully realised and is becoming increasingly urgent in view of the enormous tasks of national reconstruction lying ahead. In many countries of the world a period of service in the armed forces is compulsory for every young man and is not considered an infringement of his liberties or freedom. In India, though there is no need for such conscription for military purposes, a period of obligatory service in peaceful, productive and constructive work is essential if the social and economic development of the country is to be achieved within a reasonable time. The question, therefore, no longer is *why* a period of compulsory service may be expected from every citizen but *how* it may be used.

### *Objectives*

The objectives of the Compulsory National Service Scheme would be to assist in the social and economic development of the country by—

- (i) engaging the draftees in productive and constructive work relating to the development plans of the country;
- (ii) launching a country-wide movement for mobilising the vast unutilised human resources, specially in the rural areas for the achievement of tasks of national reconstruction; and
- (iii) instilling in the youth a spirit of social service and discipline by enabling them to play their part in the planning and implementation of development plans of the country.

### *Compulsion*

It will be compulsory for all citizens of India between certain ages to render one year's national service. Such citizens shall be called

upon in such categories and in such numbers as may be considered suitable. A beginning would be made with those who have completed the first degree in humanities, sciences or professions.

The exemptions from national service will be granted only on grounds of health or extreme poverty. The students who go in for post-graduate studies may be allowed to defer their period of service, but they must also render national service after obtaining the higher degree.

### *Numbers*

The number of students qualifying for the Bachelor's degree in 1956 was as follows :—

	<i>All</i>	<i>Girls</i>	<i>Hons</i>
B.A./B.A. (Hons) .. .. .	39,382	8,383	2,369
B.Sc./B.Sc. (Hons) .. .. .	16,754	2,407	1,209
B.Sc. (Agr.) .. .. .	890	6	—
B.Com./B.Com. (Hons) .. .. .	8,255	50	—
B.E./B.Sc. (Engg.) .. .. .	3,805	1	—
M.B.B.S. etc. .. .. .	2,717	491	—
B.V.Sc. .. .. .	368	—	—
<b>TOTAL ..</b>	<b>72,171</b>	<b>11,338</b>	<b>3,578</b>

If the Scheme is restricted to these graduates, and the exemptions mentioned earlier are applied, it may be expected that arrangements will have to be made for about 40,000 students. In fact this number may be 50,000 for the 1959 graduates. This is an adequate number to begin with. Later on, we may expect an increase of about 10,000 individuals every year so that at the end of five years we will be dealing with one lakh young people. This number may then be stabilised for another five years. If necessary and possible, the categories brought into the Scheme may be increased.

### *Period of Service*

The minimum period for National Service will be one year. This period may be divided in the following phases:—

- (a) *Preparation and Orientation* : In order to prepare the draftees, both physically and mentally, for the tasks ahead, regular physical training to prepare the body, and lectures and visits to work sites to give an insight into the development and reconstruction work going on in the country would be arranged. Besides, batches of students will be given special orientation in the various problems that they would be required to tackle so that they are properly equipped when they go to the field. This period of preparation and orientation may last from two to three months.
- (b) *Participation in Development Projects*: During the remaining nine to ten months, the draftees will do hard manual work through participation in major development projects of national importance. The tasks assigned to

them will be such as would utilise fully the skill and intelligence of students and for which they had been prepared in the earlier period.

### *Nature of Work*

The draftees would be engaged in productive work involving manual labour and their work would be fitted into the programmes of national development. The draftees would not replace the existing labour force but would specially take up those sectors of national development which are lagging behind and would help in mobilising the vast unutilised human resources for the accomplishment of specific tasks. Special consideration shall be given to services to be rendered by women. Care would be taken to ensure that the educational experience and talents of the young people are utilised, as far as possible, in the type of work assigned to them. For this purpose, detailed blue prints of work would be prepared in advance by the General Headquarters.

### *Legislative Measures*

It is proposed to undertake Central legislation for the enforcement of the Scheme. This would be possible under Article 23 of the Constitution which provides for enlistment of citizens for public service, and under Entry 20 of the Concurrent List, if the chief objective of the Scheme is stated to be social and economic planning. A detailed examination of the legislation that may be undertaken for the purpose would be necessary after the Scheme has assumed a concrete shape.

It will also be necessary to have some sanction behind Compulsory National Service. Apart from such disabilities for the evaders as non-registration by Employment Exchanges, non-employment to services in connection with the affairs of the Union, etc., it will be desirable to include adequate penalties for defaulters, in the legislation that may be undertaken.

### *Modus Operandi*

For efficient operation of the Scheme, the draftees would be organised in units of 50 each and there may be 1,000 such units if the total number of draftees is 50,000. Each unit will be placed in charge of a Commandant. During the period of preparation and orientation, five units, i.e., 250 draftees, would be grouped together and lodged in colleges, 200 of which would be selected with necessary facilities (hostels and playgrounds) for the purpose. During this period, the 5 units will be in over-all charge of a Group Commandant. The Commandants and Group Commandants will be selected university teachers, who would be given special training under the auspices of the Ministry of Defence to enable them to maintain and enforce military discipline among the units under their command. Retired Army Officers and J.C.O.'s depending upon their suitability and availability, will also be mobilized to serve as Group and Camp Commandants under the

Scheme. The Group and Camp Commandants will also need to be given some training in various aspects of development work by appropriate authorities, *e.g.*, they could usefully undergo a course in rural reconstruction arranged by the Directorate of Extension, so that they can provide the necessary leadership to their contingents in field work as well.

The units or groups of units would be detailed on complete assignment basis on the various development projects.

### *Administrative Set-up*

It would be necessary to set up a Division of Compulsory National Service in the Ministry of Education and to have a small Administrative Unit at each State Headquarters for the successful implementation of the Scheme. Two charts,—Organisational (Chart I) and Functional (Chart II) are appended.

### *Estimates of Expenditure*

An annual expenditure of Rs. 5 crores is estimated in the operation of the Scheme as per estimates given in the Statement I appended. The estimates have been worked out on the basis of 50,000 draftees. This gives an expenditure of Rs. 1,000 per head. This expenditure would be more than repaid in the form of productive work by the draftees.

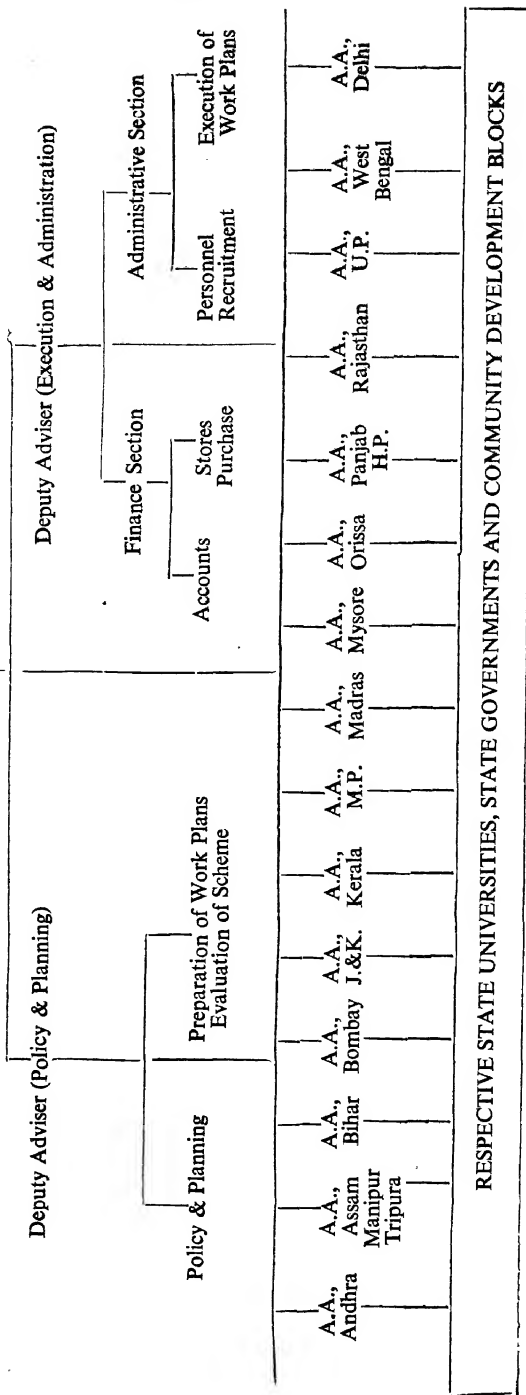
## CHART I

## Organisational Set-up

Ministry of Education

Central Ministries  
other than Education

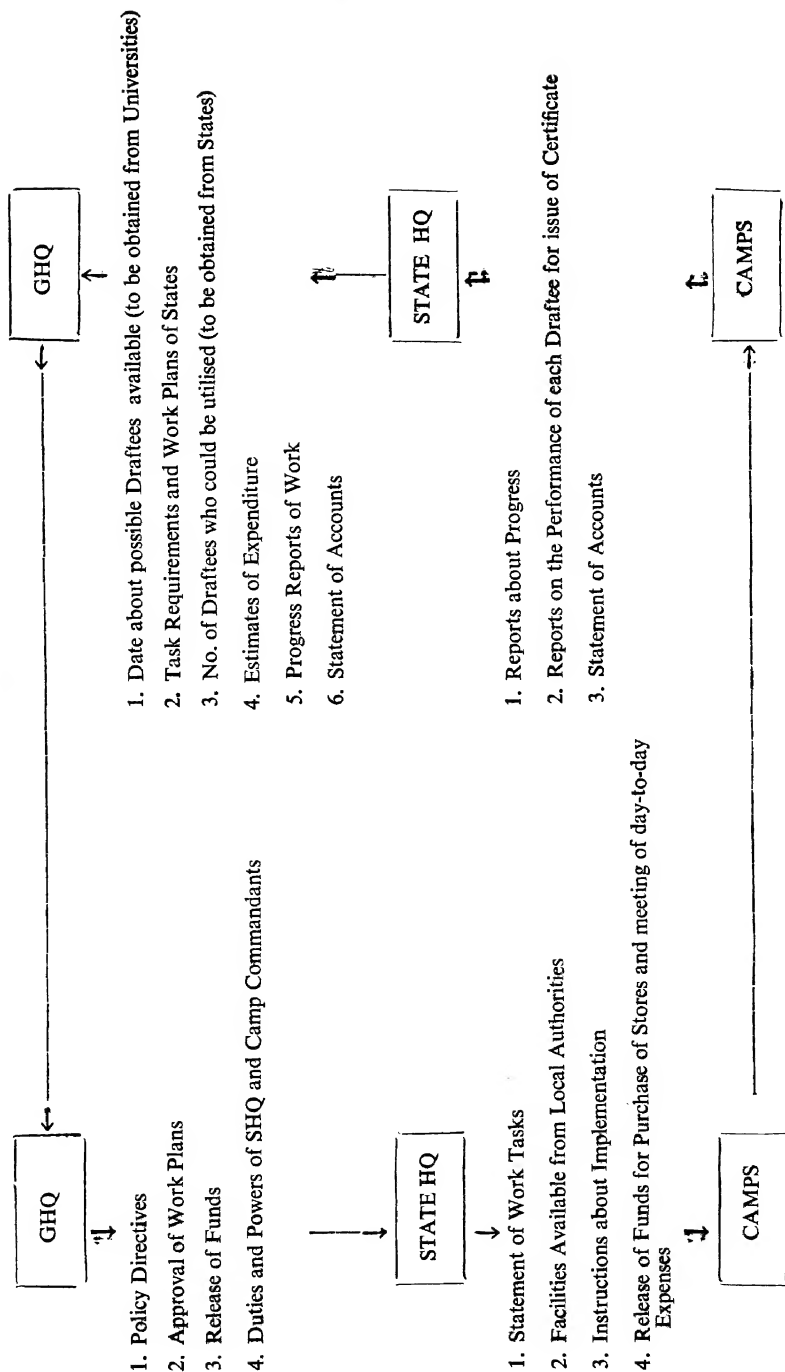
Adviser, C.N.S.



NOTE:—A.A. stands for Assistant Adviser

# CHART II

## Functional Chart



## STATEMENT I

## Details of Estimates of Expenditure

## A—RECURRING EXPENDITURE

## (1) Administrative Organisation

## (a) GHQ

	Expenditure per Annum in Rupees
(i) 1 Adviser (in the grade of D.S.) .. .. .	13,200
(ii) 2 Deputy Advisers (in the grade of U.S.) .. .. .	19,200
(iii) 1 Accounts Officer (in the grade of A.O.) .. .. .	7,200
(iv) 3 Stenographers @ Rs. 1,920 per head .. .. .	5,760
(v) 2 Accountants @ Rs. 1,800 per head .. .. .	3,600
(vi) 6 Assistants @ Rs. 1,920 per head .. .. .	11,520
(vii) 2 Accounts Clerks @ Rs. 960 per head .. .. .	1,920
(viii) 6 Clerk-Typists @ Rs. 720 per head .. .. .	4,320
(ix) 6 Messengers @ Rs. 360 per head .. .. .	2,160
	<hr/>
	68,880
Dearness Allowance approximately 25% .. .. .	17,220
	<hr/>
TOTAL .. .. .	86,100

## (b) State Headquarters

(i) 15 Assistant Advisers (in the grade of A.E.O. @ Rs. 4,200 per head)	63,000
(ii) 15 Accountants @ Rs. 1,800 per head .. .. .	27,000
(iii) 15 Assistants @ Rs. 1,920 per head .. .. .	28,800
(iv) 15 Steno-typists @ Rs. 960 per head .. .. .	14,400
(v) 15 Clerk-Typists @ Rs. 720 per head .. .. .	10,800
(vi) 15 Messengers @ Rs. 360 per head .. .. .	5,400
	<hr/>
	1,49,400
Dearness allowance approximately 20% .. .. .	29,880
	<hr/>
TOTAL .. .. .	1,79,280
	<hr/>
Total of (a) and (b) .. .. .	2,65,380

## (2) Camps

- (a) First Period—Three Months of Preparation and Orientation (During this period, draftees in batches of 250 will be placed in hostels of suitable colleges. Each batch will consist of 5 contingents of 50, each under a Camp Commandant. One of the Camp Commandants would be selected to function as Group Commandant and be in overall charge of the Camp and for this purpose a suitable honorarium could be paid to him.)

	Rs.
(i) Personal kit for each draftee @ Rs. 80 per head (2 sets of uniforms, bedding, shoes, etc.)—Rs. $80 \times 250$ .. .. .	20,000
(ii) Pocket expenses @ Rs. 10 per head per month (for hair cut, washing, shoe polish, etc.)—Rs. $10 \times 250 \times 3$ .. .. .	7,500
(iii) Lodging @ Rs. 5 per head per month for hostel rent—Rs. $5 \times 250 \times 3$ .. .. .	3,750
(iv) Boarding @ Rs. 40 per month per head—Rs. $40 \times 250 \times 3$ .. .. .	30,000
(v) Travelling expenses @ Rs. 10 per head—Rs. $10 \times 250$ .. .. .	2,500
(vi) Medical care @ Re. 1 per head per month—Rs. $1 \times 250 \times 3$ .. .. .	750
(vii) Incidental expenses (i.e. honorarium for the principal, stationery, sanitation, lighting and other miscellaneous requirements) .. .. .	1,00



	Rs.
(viii) Salary of staff (i.e. 5 Camp Commandants @ Rs. 250 per month per head)—Rs. $250 \times 5 \times 3$ .. .. .	3,750
Total for each batch of 250 .. .. .	69,250
Total for 200 batches (Rs. $69,250 \times 200$ ) .. .. .	1,38,50,000

(b) *Second Period—Nine Months of Active Participation in the Projects:* (During this period, each contingent of 50 under a Camp Commandant will lead life under strict discipline and proceed to accomplish specific task assignments. One or more contingents could be banded together according to the requirements of work, and one of the Camp Commandants could function as Group Leader for large units and paid a suitable honorarium.)

	Rs.
(i) Lodging @ Rs. 5 per head per month—Rs. $5 \times 50 \times 9$ .. .. .	2,250
(ii) Boarding @ Rs. 40 per head per month—Rs. $40 \times 50 \times 9$ .. .. .	18,000
(iii) 1 Cook and 2 helpers @ Rs. 200 per month—Rs. $200 \times 9$ .. .. .	1,800
(iv) Pocket expenses @ Rs. 10 per head per month—Rs. $10 \times 50 \times 9$ .. .. .	4,500
(v) Travelling expenses @ Rs. 20 per head (this would include transportation of stores, etc.)—Rs. $20 \times 50$ .. .. .	1,000
(vi) Medical care @ Re.1/- per head per month—Re. $1 \times 50 \times 9$ .. .. .	450
(vii) Cultural activities and recreational facilities (like books, sports and games, etc.) .. .. .	1,500
(viii) Incidental expenses (like stationery, sanitation, lighting and other miscellaneous requirements) .. .. .	3,000
(ix) Salary of staff (i.e. 1 Camp Commandant @ Rs. 250 per month)—Rs. $250 \times 1 \times 9$ .. .. .	2,250
Total for 1 contingent .. .. .	34,750
Total for 1,000 contingents .. .. .	3,47,50,000
Total of (a) and (b) .. .. .	4,86,00,000

Grand total of recurring expenditure under (1) and (2) above .. .. .	4,88,65,380
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#### B—NON-RECURRING EXPENDITURE

	Rs.
(1) <i>GHQ</i>	
Office equipment and furniture .. .. .	1,00,000
(2) <i>State Headquarters</i>	
Office equipment and furniture @ Rs. 25,000 for each State—Rs. $25,000 \times 15$ .. .. .	3,75,000
(3) <i>Camps</i>	
	Rs.
(i) Cooking utensils for each contingent of 50 @ Rs. 200 per contingent .. .. .	200
(ii) Furniture for each contingent of 50 @ Rs. 300 per contingent .. .. .	300
Total for each contingent .. .. .	500
Total for 1,000 contingents—Rs. $500 \times 1,000$ .. .. .	5,00,000
Grand total of (1), (2) and (3) above .. .. .	9,75,000
Grand total of recurring & non-recurring expenditure .. .. .	4,98,40,380

## ANNEXURE F

### Memorandum on

**Item 5: To consider the question of converting the existing High schools into Higher Secondary schools**

#### *Genesis*

The programme of conversion of High schools into Higher Secondary schools emanated from the recommendations of the Secondary Education Commission.

The main benefits visualised by the Commission in recommending this pattern are that this will provide a longer period of training, and consequently a better standard, for the entrants to the university and that the extended period will meet better the requirements of the diversified curriculum. Although all State Governments (excepting U.P. and Bombay) have accepted the new pattern, the progress regarding the replacement of the previous pattern by the new pattern has not been very satisfactory.

#### *First Five-Year Plan*

At the end of 1950-51 there were only 47 Higher Secondary schools in the country against a total of 7,288 Secondary schools. By 1955-56, *i.e.*, at the end of the First Five-Year Plan, this number rose to 77. But this was by no means a creditable improvement as by that time the number of High schools had also risen to 10,498, and the Higher Secondary schools formed only 0.7% of the total *vis-a-vis* 0.6% of the total in 1950-51.

#### *Second Five-Year Plan*

This programme was made a Central scheme in the Second Five-Year Plan. During 1956-57 assistance was given to the States @ 66% of non-recurring expenditure and 25% of recurring expenditure in respect of this scheme. From 1957-58 onwards a uniform pattern of assistance @ 60% was adopted. The following table indicates the growth of Higher Secondary schools from 1956 to 1959 and their proportion to the total number of Secondary schools in the country.

<i>Year</i>	<i>No. of Schools Converted</i>	<i>Total No. of Higher Secondary Schools</i>	<i>Total Number of Schools</i>	<i>Percentage of Higher Secondary Schools in terms of the Total Number of Secondary Schools</i>
(1)	(2)	(3)	(4)	(5)
1956-57 .. .. .	363	440	11,800	3.7%
1957-58 .. .. .	302	742	12,473	5.9%
1958-59 .. .. .	743	1,485	13,516	11.00%

The progress indicated by the above figures is encouraging and the Planning Commission's target of 1,500 Higher Secondary schools by the end of the Second Five-Year Plan is certain to be realised long before the close of the Second Plan.

### *Third Five-Year Plan*

In view of the importance of the scheme, the Ministry has been of the view that an attempt should be made to convert all High schools into Higher Secondary schools by the end of the Third Plan. The Central Advisory Board of Education at its last meeting also made a recommendation to the same effect. However, in the last meeting of the Education Secretaries held at New Delhi on 29th June, 1959, it was felt that in view of the other demands on the national resources it may not be feasible to convert more than 50% of the existing High schools into Higher Secondary schools. It is suggested, therefore, that we should at least try to reach that target in the Third Plan.

Apart from converting 50% of the existing High schools it will also be necessary to lay down that no new High school will be opened in the Third Plan, *i.e.*, all new schools will have to be of the Higher Secondary pattern. In fact, the Central Advisory Board of Education at its last meeting recommended that this particular condition should become operative not from the beginning of the Third Plan but from 1960-61 itself.

Coming to the financial implications of the proposal it is suggested that in the absence of any firm estimates, we might consider the figures suggested recently by the Central Advisory Board of Education. The Central Advisory Board of Education estimated the non-recurring expenditure for converting a High school into a Higher Secondary school at Rs. 50,000. This is supposed to cover accommodation, equipment, laboratory, etc. The estimate for the recurring expenditure is Rs. 10,000 per annum which is supposed to meet among other things the salary requirements of the teachers needed for the Higher Secondary stage.

Presuming that during the Third Plan we shall have to convert 5,000 schools, the total financial implications work out as follows:

*Non-recurring expenditure* : Rs. 50,000 × 5,000 = Rs. 25 crores

*Recurring expenditure*

1st year	2nd year	3rd year	4th year	5th year
1 crore	2 crores	3 crores	4 crores	5 crores

For the entire five-year period the total recurring cost will be 15 crores.

We might allow 20% increase over both the recurring and non-recurring expenditure to cover cases of big schools providing a large number of curricular offerings.

The total estimates thus come to Rs. 48 crores (Rs. 30 crores non-recurring and Rs. 18 crores recurring expenditure).

## ANNEXURE G

### Memorandum on

**Item 6: To consider whether the Education Departments of the States are fully equipped to meet the new demands that will be made upon them for the successful implementation of the educational provision of the Third Five-Year Plan**

The exact position in the matter obtaining in different States is not known to the Ministry. The information regarding difficulties in the implementation of the educational schemes under the Second Plan and the measures for improving the position in the Third Plan, which was collected from State Education Departments in May-June, 1959, and discussed in the Administrative and Financial Problems Committee of the Working Group on Education, revealed the inadequacy of administrative staff as one of the important impediments to the implementation of Development schemes. One of the State Governments observed that the usual method of assessing the requirements of additional staff of ministerial offices on the basis of the number of receipts and despatch by the Organisation and Methods Section of the State Government tended to create accumulation in the offices of the Development departments. The State Governments were of the view that for the preparation of the Third Plan during the current Plan and the execution of the Plan during the Third Plan period adequate administrative staff should be provided in time so that the implementation of the Plan could start right from the beginning of 1961-62.

The joint meeting of the State Education Secretaries and members of the Working Group on Education held in June, 1959, discussed the administrative problems, especially the question of strengthening the administrative machinery in the States for the implementation of the Third Plan and made, *inter alia*, the following recommendations :—

- (1) Since the existing administrative staff in the States is fully occupied with the implementation of the Second Five-Year Plan, it is essential that additional staff should be provided in connection with the preparation of the Third Five-Year Plan during the current Plan period. Adequate Planning and Statistical Units should be set up or strengthened under the Directors of Public Instruction.
- (2) For the implementation of the Third Plan, sanction of additional administrative and technical staff and provision of suitable office accommodation should be taken up sufficiently ahead of the Plan so that the effective implementation of the Third Plan may not be delayed till the second or third year.

- (3) The administrative set-up at the district level should be strengthened to cope with the requirements of the Third Plan. The educational administration of each district should be placed under the charge of a Class I Officer.
- (4) The service conditions and pay scales of Primary and Secondary school teachers and of educational administrators and inspectorate staff should be improved to attract first rate men and women to the Education Service.
- (5) The recruitment policy may be reviewed to attract people of the requisite calibre. As highly qualified persons do not generally choose the teaching profession in view of its poor prospects, it may be desirable to relax some of the professional qualifications for direct recruits and to make up the deficiency by departmental training.
- (6) It is necessary to evolve a system of continuous in-service training for administrators :
  - (a) to keep them informed of the development of thought and changes in policy taking place in the whole field of education;
  - (b) to inform them of the broader currents of the wider social and economic development, which is having its impact on education and to which the education system must contribute;
  - (c) to train them in human relationships and community organisation to bring the educational system closer to the people and enlisting local cooperation and support; and
  - (d) to train them in planning techniques.

This training may be given through compressed courses on the army model, utilising *well planned* seminars, literature, radio broadcasts, etc.

- (7) To supply the required incentive, it is necessary to evolve a scientific system of rating officers. The system followed by various international bodies, like Unesco, may be studied by the O&M Units of the States.
- (8) A central pool of experienced officers may be created for servicing the States, on request.

The conference may consider the above recommendations and suggest if any other measures are to be taken to ensure smooth and speedy implementation of the Third Plan.

## ANNEXURE H

### Memorandum on

#### **Item 7: Limiting the number of students in universities and institutions of Higher education**

Education including universities, subject to certain provisions, is the constitutional responsibility of the States but the responsibility for the "coordination and determination of standards in institutions of Higher education or research and scientific and technical education" devolves on the Centre. The Central responsibility has been entrusted to the University Grants Commission as enshrined in the U.G.C. Act of 1956, which provides that "It shall be the general duty of the Commission to take, in consultation with the universities or other bodies concerned, all such steps as it may think fit for the promotion and coordination of University education and for the determination and maintenance of standards of teaching, examination and research in universities. . . ."

2. The Government of India and the University Grants Commission have realised with increasing urgency that proper coordination and determination of standards of Higher education in the country cannot be achieved unless the quality and selection of students admitted to institutions of Higher education are regulated, and the conditions under which they are taught and trained are improved. Some of the important reasons which have led to this conclusion are stated below :

- (i) There is a disturbing tendency on the part of many colleges and faculties to admit almost every applicant indiscriminately without having any regard to the relationship of numbers to the apparatus of education, consisting of classroom accommodation, library facilities, number of teachers etc. This has resulted in emergence of mammoth colleges having enrolments running into thousands. This is particularly true of colleges offering Arts and Commerce courses.
- (ii) The position is a little better in so far as admission to science course is concerned, as it is generally recognised that admission should be limited, having regard to the adequacy of apparatus of education that is available, e.g., laboratory space and equipment. There is, however, occasionally a tendency to overstrain the facilities available by admitting larger number to the various courses than is strictly justified by the norms commonly adopted for the purpose. This naturally leads to congestion in the Science groups and affects the quality of education.
- (iii) So far as professional colleges (Medical, Engineering and Technology) are concerned, the necessity of restricting

the numbers admitted has always been well understood and practised. Any modification in the number of admissions to these colleges is made after greater deliberation by competent bodies, like the All-India Council for Technical Education on the one hand, and for reasons of national importance, namely, the anticipated requirements of a planned economy on the other. This restriction has been readily accepted in respect of the professional colleges, as it has been recognised that unless the professional graduate turned out in these somewhat difficult and complicated disciplines is of the required standard, there will be serious harm done to related sectors of public life of the country. However, in the case of professional colleges, we are confronted with a different phenomenon. The candidates who are unfit for this difficult and exacting type of education are sometimes admitted in the interest of Scheduled Castes and other Backward Classes. For candidates from such communities, the admission qualification is a mere pass whereas even the last candidates admitted to the unreserved seats might be recipients of first class. The result is that such inferior students fail to pass the annual examinations and often require a much longer period than the minimum before they can be discharged as qualified professionals. There are also instances where the admission qualifications have been relaxed to a somewhat similar extent, *i.e.*, reduced to a mere pass, for those who make a donation or pay a capitation fee for admission in the professional colleges concerned. This is, in addition, the unprincipled interference with selection procedures based on merit that goes on all the time at the hands of, or under the influence of, politically powerful persons. These pressure-admissions in the professional colleges have become a matter of serious concern.

- (iv) The amount of wastage as a result of failures at the first degree examination is about 50 per cent. Again, a majority of those who pass are in the lowest grade, *i.e.*, obtaining less than 50 per cent of the marks. This colossal wastage of our limited national resources has now assumed an alarming proportion.
- (v) It is a well known fact that not all those passing out of our universities are able to get jobs which are commensurate with their training, intelligence and education. Those who are not fortunate enough to secure suitable jobs, not only get frustrated and then engage in undesirable activities but their training and talent are lost to the nation which is faced with so many tasks of national reconstruction. Every passing year adds to the number and bitterness of the educated unemployed and creates manifold problems for the Central and State Governments.

This wastage of human material is a drain on the national resources which cannot be afforded any longer.

3. The Government of India and the University Grants Commission, which are primarily responsible for the coordination and determination of standards of Higher education, have reluctantly come to the conclusion that they can ill afford to put up with a situation in which their efforts are being neutralised by the invading tide of numbers and indiscriminate admissions to the institutions of higher learning, as fast as they are pouring money for the purpose of improving the whole apparatus of Higher education. The deterioration in standards, overcrowding in institutions of Higher education, wastage from failures, student unrest, lack of employment opportunities for graduates, and the failure of Central assistance to make any appreciable improvement in the apparatus of Higher education have created a situation which calls for rigorous and effective measures at many points if the problem has to be met in right earnest. Some of these measures are outlined below :—

(i) *Selective Admissions* : Almost all the educational authorities in this country as elsewhere are agreed that every young person who has passed the Secondary stage of education is not necessarily fit for University education. To utilize national resources for the education of one who does not have such suitability involves a waste, which can be ill afforded even by the most advanced and wealthy country. The Central Advisory Board of Education at its last meeting at Madras on 15th and 16th January, 1959, reiterated this principle stating that “access to Higher education has to be regulated by adjudged capacity of students to benefit from Higher education with due regard to the needs of backward communities”. Not completely dependable criteria have yet been evolved for this purpose and, by and large, matters have so far been decided in the light of examination results by the universities and colleges which have imposed some limit to admissions. This is, however, a disadvantage common to all selections, including selections for the professional courses, which have been going on for a long time. Selection for admissions on merit is indeed a formidable task, but it is not beyond our capacity. The objects of admission tests could be clearly defined and attempts made to maintain uniform standards throughout the country. It may be desirable to assess such aspects of the candidate's qualifications, for instance, as (a) his content of knowledge in appropriate subjects, (b) his ability to search and compile relevant information from books and written materials, (c) his capacity to organise his knowledge and convey his ideas clearly in speech and writing, and (d) his skill in manual or technical work or ability to make scientific observations or experiments. These are all amenable to assessment on a more or less objective basis. For example, modern objective tests, in which a candidate has only to indicate his choice between different alternative answers, can be used in testing knowledge in a standardised manner throughout the country. The ability to compile and collect information from given books can also be standardised at different levels of difficulty. The ability to



convey in a coherent form his knowledge and ideas can be tested by asking the candidate to prepare written notes on the basis of material given to him or to be collected by him from suggested books and papers. His power of expression can be tested by the usual type of free essay for which several hours can be allotted. Some kind of practical work or experiments can also be made a part of the admission examination. Modern statistical methods can be used very effectively to select a required number of questions for any particular paper out of a given "universe of questions" in a random manner and at the same time to maintain assigned levels of difficulty and subject coverage within prescribed limits with objective certainty. This would have two advantages : (a) it would enable uniform standards being maintained throughout the country and from year to year, (b) it would also permit almost infinite variations in the content of individual question papers so that copying from an answer book can be made practically impossible. Furthermore, with the help of modern electronic computers, it would be possible to mark the objective type of papers very quickly and accurately. It may be explained here that the test for admission need not be one single examination but may well be different examinations for different groups of subjects. For each examination it would, however, be necessary to maintain as uniform standards as possible over the whole country. To maintain parity or equivalence of standards between different examinations would be technically a more difficult task. However, in principle, it is not absolutely necessary that the quality of candidates should be the same in all subjects. If there is greater competition in certain subjects, it is likely that such subjects would attract candidates of a higher quality on an average. This need not be prevented. The greatest single advantage of this system would be that it would be possible to regulate admissions to particular subjects in accordance with the national needs and opportunities of employment which are likely to be available to students after graduation. In order, therefore, to achieve the goal of selection for admission on merits, it would be necessary to undertake the following :—

- (a) Research for devising objective admission tests for various courses of study which could be uniformly applied throughout the country and experimentation with such tests in selected institutions before enforcing them as a basis for admission to institutions of Higher education.
- (b) Pending the formulation of objective admission tests, admission to institutions of Higher education should be regulated by the results of qualifying examinations for the purpose.
- (c) No deviation from the principle of selection for admissions on merit should be permitted on any ground, except for students coming from backward communities in whose case the minimum criteria may be lower than that of persons from other communities but not below a certain reasonable standard.

(ii) *Limiting the number of students in institutions of Higher education having regard to the apparatus of education available* : In all academic deliberations on the ideal number of students which should be on the rolls of an institution of Higher education, there has been a consensus of opinion that normally the number admitted to a college should not exceed approximately 1,000 and indeed so wide has been the agreement in this regard that for purposes of the Three-Year Degree Course Scheme, a limit of 800—1,000 students has been stipulated as a condition for the grant of Central assistance to a college (or university faculty), except where a college was built for larger numbers and had adequate facilities for those numbers, for introducing the scheme; where the existing numbers are in excess of this ideal figure, a phased programme of reduction over an agreed period of three or four years has to be accepted by the college or the university before it becomes eligible for assistance under the Three-Year Degree Course Scheme. About 20 universities in the country have already introduced the Scheme and other eight are going to do so before the end of the Second Plan period. This proves the desirability of the principle of limiting the number of students to manageable proportions and its ready acceptance on the part of academic and administrative authorities concerned. It has to be an article of academic conscience with every institution of higher learning to create proper conditions of education for the young persons entrusted to its charge for Higher education. These conditions can come about only when the apparatus of education in each institution, *i.e.*, classroom accommodation, laboratory space, library facilities, teacher-pupil ratio and other amenities, is commensurate with the number of students admitted by it. The Central Advisory Board of Education at its last meeting at Madras in January, 1959 has categorically stated that "In order to raise and maintain academic standards and to ensure discipline, it was imperative that admission to colleges should be determined according to their capacity and resources". The University Grants Commission have prescribed certain norms for the various facilities for students and these should be strictly adhered to by the institutions concerned. In the event of any tendency to disregard such norms, there will be no other course left open to the University Grants Commission or the Government of India than to withhold the Central assistance to the institution concerned.

(iii) *Measures to meet the consequences arising from "Selective Admissions" and "Limitation of Numbers in Institutions of Higher Education"*: The acceptance of the principles of "Selective Admissions" and "Limitation of numbers in Institutions of Higher Education" may give rise to the following problems :—

(a) *What should be done with the rejects of University education ?*

Apart from the speedy reorganisation of Secondary education and provision of a large variety of courses at that stage, which would not only be a terminal point for a large number of students but would also equip them for entry into life, it would be essential

to provide adequate opportunities for Post-Secondary vocational and technical training to prepare the students for entry into various professions, trades and vocations.

This could take various forms as follows :—

- (1) Opening of large numbers of polytechnics, vocational training institutions and professional schools.
  - (2) Starting of special institutions by Government departments, banks, business houses, industrial concerns (both in the public and private sectors) to train the Higher Secondary students for ordinary official positions. These organisations should be persuaded to give up their insistence on a degree for every kind of job and should take over the responsibility of training their own personnel. The industries should start apprenticeship schemes for meeting their requirements. The slogan "*Catch them Young*" should be propagated very widely.
  - (3) Starting of evening colleges, workers' universities and other institutions of higher learning to provide opportunities for Higher education to those who aspire for it, but have not been able to get admission to day colleges, or who are employed.
- (b) *What should be done if the number of students found fit for Higher education are beyond the capacity of existing institutions of Higher education ?*

More colleges, faculties and universities should be opened to meet the demands. Every possible assistance and encouragement should be given for the purpose. The Central Government and the University Grants Commission should consider all requests for such purposes and give financial assistance to the extent allowed by their resources. The States should also make their contribution towards this end. New schemes for liberal Central assistance should also be worked out.

- (c) *What should be done if a large number of students found fit for University education do not have the means to pursue it ?*

A large number of scholarships should be awarded, both by the Central and State Governments, to enable the deserving but poor students to complete their University education. The Central Government is already thinking of including such a scheme in the Third Plan.

(iv) *The output of Higher educational system must be linked with the national needs of manpower for social and economic development of the country :* The acute problem of educated un-employment in the country cannot be solved unless the educational development is linked to the social and economic development of the country. An organic and rational relationship must be established between the output of educational endeavour and the capacity of the developing national economy to absorb it gainfully. An estimate of the supply of,

and demand for, graduates to regulate the rate of increase in supply to meet the expected demand for graduates during the Third Plan period alone can form the basis of a realistic and rational plan for the development of Higher education. This will not only help prevent the present wastage of educated persons but also ensure that persons coming out of the universities will have adequate opportunities for gainful employment and will no longer be haunted by the spectre of unemployment. The Ministry of Education is already thinking of conducting a survey of the demand for and supply of graduates.

4. The exclusion of the unfit from Higher education is a primary pre-requisite for the preservation and improvement of standards. An insistence on fitness at the very outset will add to the fruitfulness of Higher education and research, banish the large-scale wastage due to failures in examinations, improve discipline and raise the quality of human material turned out by the universities. It is only then that the universities in the true sense will become the means for the continuation of civilised existence and the mainspring for the supply of various kinds of trained personnel for the rapid social and economic development of the country.

5. The problems posed in the foregoing paragraphs are fundamental to the growth of Higher education in the country and the solutions suggested to those problems call for concentrated thought and action at all levels. The matter is accordingly placed before the Education Ministers for their consideration and recommendations.

## **ANNEXURE I**

### **Memorandum**

**on**

**Item 8: Future policy regarding the Anglo-Indian institutions after 1960 when the Special Concessions under Article 337 of the Constitution will have been ceased**

**(U.P. Government)**

The Anglo-Indian schools have made a definite place for themselves in the educational set-up of the entire country by maintenance of a fairly high standard of education, sound management and by serving the need of a certain section of the people who desire such type of education for their children and wards. Anglo-Indian community has been recognised in the Constitution as a minority on the basis of religion as well as language. Under article 337 of the Constitution the following special provisions have been made for the educational institutions maintained by the Anglo-Indian community :—

“During the first three financial years of the commencement of this Constitution the same grants, if any, shall be made by the Union and by each State for the benefit of the Anglo-Indian community in respect of education as were made in the financial year ending on 31st day of March, 1948.

During every succeeding period of three years the grants may be less by 10% than these for the immediately preceding period of three years. Provided that at the end of ten years from the commencement of this Constitution such grants to the extent to which they are a special concession to the Anglo-Indian community, shall cease. Provided further that no educational institution shall be entitled to receive any grant under this Article unless at least 40% of the annual admission therein are made available to members of communities other than the Anglo-Indian community.”

2. In accordance with the aforesaid provision of the Constitution, the State Governments could impose 10% cut on the grants made for the Anglo-Indian schools after every succeeding period of three years from the commencement of the Constitution and at the end of 10 years from the commencement of the Constitution withdraw all such grants to the extent to which they are a special concession to the Anglo-Indian community. This implies that after 1960 the grants made to Anglo-Indian schools will be reduced and brought at par with the grants made to other Indian schools by the State Governments.

3. The Anglo-Indian schools are distinguishable from other Indian schools in many respects and they have been enjoying special concessions in regard to grants. They have a separate Code of Regulations. Their courses of study and curricula have hitherto been governed by the Cambridge Examinations Syndicate and the schools have been coaching for the Cambridge School Certificate Examination. Recently

the Cambridge Examinations Syndicate have decided to pass over the academic control of these institutions to a new body constituted by them for the schools in India which is known as the Council for the Indian School Certificate Examinations. The Cambridge School Certificate Examination will now be known as the Indian School Certificate Examination and the said Council will work as an agent of the Cambridge Examinations Syndicate. The teachers employed in Anglo-Indian schools are allowed higher scales of pay than those in the Indian schools and the institutions have the privilege of charging much higher rates of fees than in the Indian schools. The institutions are given grants at very liberal rates and many special grants are allowed to them for maintenance of their financial stability and efficient working. The Indian schools in comparison to these institutions receive much less grants and as such are not in a position to maintain such high standards of education. The discrimination in respect of grants made from State revenues for purposes of education has to go and the special concessions allowed to be continued in respect of these institutions till 1960 will thus cease.

4. The Anglo-Indian schools have succeeded in keeping themselves aloof and keeping up their tradition. The medium of instruction in these schools is English and generally there is greater emphasis on Western thought and culture, though after the Independence these institutions have tried to effect changes in their curricula and adapt themselves to the altered social and political conditions of the country. Teaching of Hindi, Indian History and Indian Geography has been introduced. The number of these schools in the country is about 268. Now they not only cater to the needs of the Anglo-Indian community, but also to the non-Anglo-Indian communities whose percentage in these institutions is about 90.

5. The question for consideration is as to what policy should be adopted in respect of payment of grants and departmental control etc., in the case of these institutions. The following broad issues in this respect are indicated for consideration :

- (1) The Anglo-Indian institutions may give up their English character and fall in line with other Indian schools in respect of their courses of studies and curricula.
- (2) They may seek affiliation with the Boards of Secondary Education or universities, as the case may be, in the respective States of the Indian Union.
- (3) The grants-in-aid rules and code in respect of Indian schools may apply to these schools after 1960.

As a second alternative, these institutions may be allowed to function as Public schools and be paid certain fixed grants. Under such circumstances they can be allowed to charge higher rates of fees and pay higher scales of salaries to their teachers and maintain higher standards of education as hitherto. But they may be required to adhere to the curricula of the Boards of Secondary Education or universities, as the case may be, in the respective States and not affiliate themselves

with any outside foreign element. In case some of the institutions do not agree to any of these alternatives, recognition granted by the States and grants-in-aid allowed to these institutions may be withdrawn.

6. As this is an All-India question the matter may be discussed, decided and a definite policy laid down at the conference of the Education Ministers. The decision of the conference will be implemented uniformly throughout the country.

## ANNEXURE J

### Item 9: Note on actions taken on the decisions of the State Education Ministers' Conference held in September, 1957

#### I—Recommendations concerning Government of India

##### 1. RURAL HIGHER EDUCATION SPECIAL COMMITTEE

(a) *"The Inter-University Board should be moved to consider the holders of the Diploma of Rural Institute eligible for admission to the post-graduate classes of the university."*

The Inter-University Board has been moved in the matter. The Board appointed an assessment committee to visit the Rural Institutes to assess their standards.

(b) *"An Assessment Board with a member of the U.P.S.C. as Chairman be constituted to examine the standards of the courses of instruction provided in the Rural Institutes and to advise whether diplomas could be accepted as equivalent to the first degree for purpose of employment."*

On the recommendation of the Assessment Committee on Rural Higher Education, the Government of India decided, in consultation with the Union Public Service Commission, to recognise the Diploma in Rural Services awarded by the National Council for Rural Higher Education as equivalent to the first degree of a recognised university for purpose of appointment to services and posts under them. The recognition will be valid for a period of five years only in the first instance with effect from October 3, 1958.

##### 2. EXPANSION OF GIRLS' EDUCATION

*"A special committee be set up by the Planning Commission to go into the question of nature of education for girls at the Elementary, Secondary and Adult stages, with a view to examining whether the present system of education was helping girls to lead a happier and more useful life."*

A National Committee on Women's Education under the Chairmanship of Mrs. Durgabai Deshmukh was set up in 1958. The Committee has since submitted its report which is under the consideration of the Government of India.

##### 3. CENTRAL ASSISTANCE TO ALL-INDIA HINDI ORGANISATIONS FOR THE PROPAGATION OF HINDI

*"The Central grants for the promotion of Hindi to Hindi organisations should continue to be given through the State Governments and that this arrangement be reviewed after one year"*.

The decision was noted. In March, 1958, however, it was decided that direct grants may be given to voluntary Hindi organisations for the promotion of Hindi in the non-Hindi speaking States, in addition to the grants which are given to the non-Hindi speaking States. Most of the State Governments have agreed to the above decision.



#### 4. MODEL PERSPECTIVE PLAN FOR THE DEVELOPMENT OF EDUCATION

*"The note prepared by the Education Minister, Madras on 'Draft Model Perspective Planning' be forwarded to the State Governments for their careful examination"*

The note was forwarded to the State Governments for their comments. The comments received from the State Governments have been forwarded to the Planning Commission for their consideration. These have also been circulated to members of the Working Group on Education set up for the preparation of the Third Five-Year Plan.

#### 5. CONSTRUCTION OF SCHOOL BUILDINGS

*"They (the representatives of the State Governments) suggested that a blanket approval should be given for the construction of school buildings. The Union Minister of Education assured the Conference that the general question would be taken up with the Union Finance Minister".*

The approval of the Finance Minister was obtained and the State Governments were informed that they could go ahead with the execution of construction programmes included in State Educational Development Plans mainly with the help of the material locally available and with the minimum use of cement and steel wherever use of such material was considered absolutely necessary.

### II—Recommendations concerning State Governments

#### 1. RECOMMENDATIONS OF THE PLANNING COMMISSION PANEL ON EDUCATION

*"The Conference endorses the recommendations made by the Education Panel of the Planning Commission to the effect that education for the age-group of 6-11 should be made free, universal and compulsory by the end of the Third Plan period at the latest and for this purpose recommends the adoption of suitable measures, including the increase in pupil-teacher ratio, etc."*

#### Andhra Pradesh

Only limited objectives can be achieved as far as Primary education is concerned, i.e., free and compulsory education for all children of the school-going age from one to fifth standards within a period of 10 years.

#### Assam

Education for the children of age-group 6-11 is free in the State but it has been made compulsory only in certain areas at present.

#### Bihar

Education is free in the State for the age-group 6-11, i.e., in Grades I to V. The question of making it universal and compulsory by the end of Third Plan period is being examined by the State Government.

## **Bombay**

So far as the compulsory Primary education scheme is concerned, compulsion has been introduced in all the districts of the old Bombay State. Compulsion has also been introduced in some urban areas in the Vidarbha region and in some places in Community Development, National Extension Service Blocks in Marathawada. Compulsory Primary education has not so far been introduced in Saurashtra and Kutch. Compulsion will be introduced in these areas under the Third Five-Year Plan. Thus, by 1965-66 it is expected that universal, free and compulsory Primary education would be introduced all over the State.

## **Jammu & Kashmir**

In order to implement the constitutional commitment regarding introduction of free and compulsory education by the end of Third Five-Year Plan, the State Education Department has already worked out the details to carry out this programme.

## **Kerala**

Self-sufficiency in education will be done within the next five years.

## **Madhya Pradesh**

Free education for children in the age-group 6-11 has been introduced. The proposal to make it compulsory is under consideration. There is every possibility of introducing universal, free and compulsory education by the end of the Third Plan.

## **Madras**

The Government have decided that five-year schooling should be made compulsory in every village and every town of the State by 1965-66. Compulsion will be enforced progressively according to a phased 10-year programme. To this end a system of free school meals for poor children will be introduced. Such a scheme had already been started with effect from 1-11-1957. The pupil-teacher ratio is being regulated at the rate of one teacher per 40 pupils enrolled.

## **Mysore**

Compulsory education is enforced in Dharwar Division of the State in all villages with a population of 500 and above and contiguous areas of South Kanara and Raichur Division. Compulsion is also in force in the nine District Headquarters and Taluks of erstwhile State of Mysore. Provision has been made in 1958-59 for the introduction of free and compulsory education in N.E.S. and C.D. areas.

## **Orissa**

It is expected that 50% of the children of the age-group 6-11 will be enrolled in the Elementary schools by the end of the Second Five-Year Plan period. It is, therefore, obvious that the entire age-group 6-11 cannot be brought to the school by the end of the Third Plan period. The Government of India may increase percentage grant to step up this programme. The difficulties in implementing the recommendations regarding universal compulsory education in this State

are reluctance of the poorer class to send their children to schools as the children help the family, and dearth of teachers, particularly in tribal areas. Every attempt is, however, being made now to expand Elementary education by the appointment of 1,000 additional teachers every year. At present the teacher-pupil ratio is 1 : 30. The State Government is not in favour of raising this ratio.

### **Punjab**

The State Government already intends to make education free for children of age-group 6-14 by the end of the Second Five-Year Plan. As regards making it compulsory, the position will be examined *vis-a-vis* funds available for the purpose.

### **Rajasthan**

This is being implemented as far as possible. The Second Five-Year Plan of the State has been revised and more funds allocated for Elementary education. The State Government, in view of its special responsibilities for Secondary and Higher education, finds it very difficult to achieve the target of Elementary education for 75 per cent of population in 6-11 age-group. This will be possible only with Central assistance and continuation of schemes for employment of the educated unemployed in the Third Five-Year Plan and cent per cent grant for special scheme of Girls' education instead of 75 per cent grant.

### **Uttar Pradesh**

Primary education has been made free up to Class VI. As far as possible, the pupil-teacher ratio is being fixed at 40-50 per teacher.

### **West Bengal**

The State Government accept the resolution in principle and subject to the availability of funds would do their utmost to implement the scheme by the end of the Third Plan period.

### **2. THREE-YEAR DEGREE COURSE ESTIMATES COMMITTEE REPORT**

*"The State Governments may examine their budgetary position with the object of finding out how funds can be made available by suitable adjustments for the introduction of the Three-Year Degree Course".*

### **Andhra Pradesh**

All the three universities in the State have introduced the scheme. Necessary provision has been made in the State Plan for this purpose.

### **Assam**

The Gauhati University has accepted in principle the introduction of the Three-Year Degree course. A committee has been formed to make necessary arrangements for implementation of the same.

### **Bihar**

In order to examine the financial implications of the question of implementation of the Three-Year Degree Course Scheme a committee of seven members has been constituted. The universities are also examining the academic aspects.

## **Bombay**

The Three-Year Degree courses have now been introduced in the Universities of Baroda, Nagpur and S. V. Vidyapeeth from the academic year 1958-59. The Poona University has introduced the pre-University course from this year. The Gujarat University had proposed to introduce the pre-University course from 1958-59 but has communicated its decision of postponing the same *sine die*. The S.N.D.T. University always had a Three-Year Degree course and so a preparatory year has been proposed to be added from June, 1959. The colleges which are now under Marathawada University introduced the scheme in 1956-57 along with Osmania University to which they were then affiliated. The question of payment of grants to the other universities on account of the expenditure of the affiliated colleges is still under consideration of this Government.

## **Jammu & Kashmir**

In consequence of the introduction of Higher Secondary pattern of education in the Secondary stage, it is necessary for the State to introduce three years' integrated course of studies at the Degree stage. The Department is already aware of the fact. The necessity of introducing this course will arise in the year 1960-61, when the products of present Higher Secondary schools will be out.

## **Kerala**

The State Government have already implemented the Three-Year Degree Course scheme.

## **Madhya Pradesh**

The Universities of Saugar and Vikram introduced the scheme in 1958. The Jabalpur University is expected to introduce the course with effect from July, 1959.

## **Madras**

The pre-University course was introduced in all the colleges affiliated to the Madras University in 1956-57 and the Three-Year Degree Course in 1957-58. The funds required to meet the State Government's commitment will be provided in the Plan by suitable adjustment.

## **Mysore**

Three-Year Degree Course has been accepted in Mysore and provision has been made in the Development Plan.

## **Orissa**

The Academic Council and the Senate of the Utkal University have accepted in principle the scheme of the Three-Year Degree Course with a pre-University course for one year, until all the schools are upgraded to Higher Secondary schools. Necessary funds will be provided for the purpose.

## Punjab

The question of instituting Three-Year Degree Course is being examined by the University and the change in the said course will most probably be introduced from 1961.

## Rajasthan

Three-Year Degree Course has been introduced with effect from July, 1958 in thirteen Government colleges in the State. It is proposed to introduce this course in the remaining colleges in the State during the course of next two years.

## Uttar Pradesh

Though agreed to in principle, owing to financial and other practical difficulties, the introduction of the schemes of Three-Year Degree course is not possible in this State at present.

The difficulties expressed by the State Government had been, *inter alia*, under the consideration of the Second Deshmukh Committee which has recommended that the proposal of the State Government to have the Three-Year Degree Course after Intermediate examination may be accepted but the State Government may be asked to consider the other aspects of their proposal, viz., expenditure involved to the parents by the addition of one year, equivalence of intermediate examination by other universities, etc. The matter is now under correspondence with the State Government.

## West Bengal

The State Government have already accepted the scheme of reorganisation of school and college education and have made necessary provision in the Second Five-Year Plan. Their decision to reorganise school courses into 11 years with diversified courses and a Three-Year Degree course have already been conveyed to the Government of India.

### 3. RELATIONSHIP BETWEEN POST-BASIC EDUCATION AND REORGANISED PATTERN OF SECONDARY EDUCATION

*"The post-Basic schools should be regarded as one type of Multipurpose schools. The courses and standards of instruction imparted in these schools should be equivalent to those in the Multipurpose schools, and a suitable examination should be devised for them by the Boards of Secondary Education".*

## Andhra Pradesh

A beginning has just been made with the opening of a post-Basic school at Pentapadu. Its reorganisation as a Multipurpose school does not arise for the present.

## Assam

Effort is being made to effect coordination between the post-Basic institutions and reorganised pattern of Secondary education.

### **Bihar**

All Government post-Basic schools are being fitted into the pattern of Higher Secondary education. The course and standard of instruction imparted in these schools will be the same as those in the Multipurpose schools. They will, however, retain their special characteristics, such as co-operative community living and practice of basic crafts. These special features are also to be introduced in traditional Higher Secondary schools.

The State Government have also decided that there will be the same examination conducted by the School Examination Board, Bihar for post-Basic, Higher Secondary and Multipurpose schools, *viz.*, the Higher Secondary examination. There will, therefore, be no difficulty experienced by students of post-Basic schools who wish to take up University education.

### **Bombay**

In the Old Bombay State, it was accepted that the post-Basic schools should implement the syllabus of Secondary schools and should be treated as Secondary schools. As such these schools got recognition from the Secondary Schools Certificate Examination Board to send their students for the Secondary School Certificate Examination. Syllabus of Bombay provides for a variety of subjects so that even a post-Basic school can make an appropriate choice of the subjects and its students can take the Secondary School Certificate Examination. In Saurashtra area, however, the post-Basic schools have set up a parallel system of their own.

The whole question as to what should ultimately be the pattern of the post-Basic schools, *viz.*, whether they should have a separate entity or whether the syllabus, rules, etc., for these institutions should be on the basis of the Secondary School Certificate course is under the consideration of this Government.

### **Jammu and Kashmir**

The State Education Department have introduced Higher education in the State. Considering the introduction of this scheme the State Education Department have not opened any post-Basic school so far. Nor do the Department intend to open any such school within the Second Five-Year Plan period. In the conference of Education Ministers emphasis was laid that the two systems should not function concurrently. It is on this recommendation that the State Education Department have not introduced the scheme of post-Basic schools in the State.

### **Kerala**

The matter is under consideration.

### **Madhya Pradesh**

With a view to ensure that the two parallel systems of education should not exist at the Secondary stage, craft has been introduced in all the Secondary schools by appointing a craft teacher and thus re-orientating the existing system into the Basic pattern.

## **Madras**

This Government had appointed a committee to advise them on matters relating to the reorganisation and development of Basic education in the State. The committee's report has been received and is under consideration of Government. In regard to post-Basic education, the Committee's views are that, for the present, the standard of education may be that of the ordinary High school leading to the pre-University class as long as the latter exists. And when the latter is abolished and the High schools upgraded, then post-Basic education would also have a higher status and lead straight on to a degree course in the University without a pre-University course. Regarding the assessment of the post-Basic students, the Committee recommends that from the outset Basic education may be integrated with the general system and that the Board of Secondary Education itself should be the assessing body.

## **Mysore**

There are no post-Basic schools as such in the State. There are many Multipurpose High schools with agriculture in rural areas and with the provision and adequate funds and full development and introduction of enriched curriculum, the differences between post-Basic education and reorganised pattern of Secondary education will not be felt.

## **Orissa**

A committee has been constituted to prepare a syllabus for post-Basic schools. The syllabus is being examined by the Board of Secondary Education which is the competent authority to deal with the matter. The Board have, however, decided on the general principle that subjects of study and achievement in core subjects should be the same in post-Basic schools as in Higher Secondary schools but suitable elective subjects not included in the list of elective subjects for the Higher Secondary schools may be offered in post-Basic schools.

## **Punjab**

This decision has not been implemented so far but necessary steps are being taken to absorb the post-Basic schools into the general pattern of Secondary education, namely, Multilateral schools.

## **Rajasthan**

The Director of Education has already been requested to move the Board of Higher Secondary Education in the matter.

## **Uttar Pradesh**

There are diversified courses in Secondary schools in this State and as such there is no difficulty in the admission of students for Basic schools into higher classes if they want to prosecute their studies further.

## **West Bengal**

The State Government have not got any such course in Basic education beyond 14. In this State, therefore, the question of relationship of post-Basic to other pattern of Basic education does not

arise. The State Government feel that the provision of Multipurpose schools is a necessary corollary of Basic schools, where students on completion of their Basic education would take up higher school studies according to their aptitude and practical outlook.

#### 4. EXPANSION OF GIRLS' EDUCATION

*"The States, which are backward in respect of educational facilities for girls, should pay special attention to the progress of girls' education and should also encourage the introduction of "Compact Courses" for the education of adult women".*

#### **Andhra Pradesh**

Proposals for availing the Central scheme entitled, "Education of Girls and Training of Women Teachers" are being worked out.

#### **Assam**

No separate arrangements for education of girls and women have been made yet.

#### **Bihar**

The following steps are being taken by the State Government with a view to improving the condition of Girls' education :—

- (a) construction of lady teachers' quarters has been taken up;
- (b) the scheme for the training of school mothers in rural areas is likely to be introduced shortly;
- (c) the women teachers in this State at under-graduate level, while under training, are given stipends of Rs. 25 per month as compared to the male teachers who are paid Rs. 20 only per month;
- (d) a scheme for condensed and special course of general education and teachers' training for adult women, is under examination; and
- (e) a system for awarding stipends for girls studying in class VIII to XI on the condition that the recipients will undertake to adopt teaching as a profession after completion of the High school stage, has already been introduced.

#### **Bombay**

The following facilities are being provided in respect of girls' education in the State :

- (i) all girls in Standards I—IV and 50% in Standards V to VII in public Primary schools are exempted from the payment of fees;
- (ii) all backward classes girls are given free education; and
- (iii) girls reading in Standards V-VII whose parents declare their inability to pay fees are exempted from the payment of fees.

In view of the above facilities being made available for encouraging the girls' education, it is not considered necessary to provide any additional inducement to girls in rural areas to go to school. Also the



State Government's plan of extending compulsory education would achieve the object in view.

As regards free accommodation for women teachers and appointment of school mothers in rural areas the scheme proposed by the Government of India could not be taken up during 1957-58 due to inadequacy of funds. The question of its implementation during 1958-59 is being examined separately.

Regarding the award of stipends, all women teachers who are employed by the District School Boards are sent for training and paid either the full salary or stipend according to rules.

Women, who have passed the Secondary school examination and are not in the service of the School Boards are encouraged to join training colleges by payment of stipends. There are separate training colleges for women. Before any further concession for training of women is considered, it is thought desirable to await the report of the Special Committee proposed to be set by the Planning Commission.

#### **Jammu & Kashmir**

The State Education Department is fully aware of the desirability of giving a special attention for the expansion of educational facilities for women in the State. Besides opening of a number of Elementary schools for women in accordance with the phased programme under the Second Five-Year Plan, the Department also recondition and re-orientate the women teachers so as to give them proper training. The State will also introduce the Centrally sponsored Scheme of training of women teachers and expansion of Women's education during 1958-59.

#### **Kerala**

The State Government is agreeable to try some of the schemes regarding Girls' education sponsored by the Ministry of Education.

#### **Madhya Pradesh**

The scheme for the appointment of school mothers in school to bring about increased enrolment of girls has been under the consideration of the Government. The question of providing free accommodation to women teachers is also under the active consideration of the Government.

#### **Madras**

The State has no special problem in this field. There is no dearth of qualified women teachers to take up training courses.

#### **Mysore**

The percentage of girls in Primary schools is 34-43. Among the schemes suggested by the Government of India, the State Government has sanctioned the scheme of attendance scholarship for girls for 1957-58. Over 22,000 girl students are being benefited.

#### **Orissa**

Introduction of "Compact Courses" of education for adult women will be an expensive scheme, if introduced on an all-State basis. In

this State, moreover, the scheme will not materialise on an extensive basis due to great paucity of personnel to give training in the courses. This may be tried in selected compact areas of the State as an experimental measure, at the first instance. Since the State Plan budget is very tight, the Central Government who are sponsoring the scheme, may contribute 100 per cent towards the cost of implementation of this scheme. Suggestions regarding implementation of the scheme have already been sent to the Government of India.

### **Punjab**

The special scheme for the expansion of girls' education and appointment of women teachers is being implemented by the State Government.

### **Rajasthan**

The question of introducing the "Compact Courses" for the education of adult women is under the consideration of the State Government. The recommendations made in the Ministry of Education's scheme entitled "Education of Girls' and Training of Women Teachers" are being implemented. The question regarding education of women has also been considered by the State Educational Advisory Board and special attention is being paid to the progress of girls' education in the State.

### **Uttar Pradesh**

The State is keen to expand girls' education and provide additional facilities but there are certain difficulties in the expansion of girls' education in the rural areas, e.g., *purdah* system, lack of living accommodation for women teachers, economic condition of the parents, etc.

The measures suggested in the Conference will surely go a long way to improve the present position and this State is trying to adopt them as far as the funds permit.

### **West Bengal**

In view of the leeway that has to be made up in girls' education in this State the State Government accept the recommendation, in principle, and is examining the question of introduction of "Compact courses" for the education of adult women. The special scheme of Expansion of Girls' Education and Training of Women Teachers is being implemented by the State Government.

## **5. CONSTRUCTION OF SCHOOL BUILDINGS**

*"The Kerala Government experiment of having a separate Engineering section attached to the Department of Education under which the construction of school buildings is said to be proceeding more expeditiously than under the State P.W.D., might well be tried."*

### **Andhra Pradesh**

With a view to expediting the completion of building works relating to the schemes of the Departments of Industries, Education, Agriculture and Animal Husbandry included in the Five-Year Plan, the

Government have issued orders for the creation of new divisions both at headquarters as well as in districts.

### **Assam**

Construction or extension of school buildings is essential when the school is developed into a Higher Secondary or Multipurpose school. Moreover most of the aided institutions in the State are poorly housed. This State also feels the necessity of a separate Engineering wing attached to the Education Department for construction of school buildings departmentally.

### **Bihar**

The State Government has established a Building Research Unit for the Education Department for the preparation of standard plans for non-Government school buildings, hostels, teachers' and officers' quarters, workshops, etc. There is no separate engineering section for construction work attached to the Department of Education at present. This is under the consideration of the State Government.

### **Bombay**

The State Government is of the opinion that there should neither be ban on the construction of school buildings nor the procedure for approval of a school building programme be made more complicated so as to result in delay. To expedite the construction of Primary school buildings, it is considered that it would perhaps be helpful if an officer of the Public Works Department of the status of a Deputy Engineer is put on special duty for the programme of construction of Primary and Secondary school buildings in a district or a group of districts. Alternatively, the suggestions made by the Education Minister, Kerala, according to which an overseer and a mistry should be given to every school board so as to avoid long delay, might be considered. These alternatives are being considered in consultation with the Public Works Department.

### **Jammu & Kashmir**

No comments.

### **Kerala**

No comments.

### **Madhya Pradesh**

The P.W.D. is already over worked and they feel difficulties in giving priorities to the construction of new school buildings, especially in rural areas. Standard cheap plans for various types of school building are being prepared for adoption. The State Government has adopted as a policy measure to utilise the possible local indigenous material for construction work and with the cooperation of local public. the building programme under Plan provision is being carried on successfully.

### **Madras**

Local indigenous materials are largely used for Elementary and Secondary school buildings and the construction works approved in the Five-Year Plan are proceeding.

**Mysore**

The Government have recently sanctioned modified procedure for payment of grants for construction of buildings for Primary schools whereby the Deputy Commissioners are empowered to sanction grants. Sanction has also been accorded to a new Type Design Scheme, according to which Government subsidy of Rs. 1,500 and Rs. 1,400 is granted for school buildings with reinforced cement concrete roofings and Mangalore tiled roofing.

**Orissa**

Wherever possible indigenous materials are being used in construction of school buildings, specially for Primary school buildings and teachers' quarters. The question of attaching a separate Engineering Section to the Education Department is under the consideration of the State Government.

**Punjab**

The question of creating a separate Engineering Section in the Education Department for the construction of school buildings is under consideration.

**Rajasthan**

The school buildings are constructed through the agency of the State P.W.D. The State Government have no intention at the present moment to create a separate Engineering Section attached to the Department of Education.

**Uttar Pradesh**

The State Government tries to add and improve the school buildings as far as its funds permit. It is true that if an Engineering Section is attached to the Education Directorate, the construction programme would make a headway but this proposal had certain disadvantages also and was not, therefore, implemented.

**West Bengal**

The State Government would examine the question of creating an Engineering Section attached to the Education Department.

**6. NATIONALISATION OF TEXTBOOKS**

*"The experiment deserved a trial with due regard to the local conditions prevailing in various States, keeping in view the main purpose of providing better quality books at cheap rates."*

**Andhra Pradesh**

The Government of Andhra Pradesh have already nationalised the Telugu Reader V for class V of all Elementary schools in the State from 1958-59, under the first phase of the approved policy of nationalisation of textbooks for Primary to Secondary stages.

**Assam**

The Textbook Committee of the State is of the opinion that the nationalisation of textbooks is not desirable in principle. In order to

improve the standard of textbooks the Committee, however, feels that the Department might undertake publication of model textbooks without any attempt at monopoly.

### **Bihar**

As an experimental measure, the Bihar Textbook Committee is publishing textbooks on certain subjects with a view to providing better and cheaper books to the students.

### **Bombay**

In view of what has been stated by the Education Minister, Bombay in the Conference no further action is proposed to be taken in the matter by the State Government.

### **Jammu & Kashmir**

The State Government has nationalised textbooks up to Middle standard. The textbooks have been got revised and printed during the current year. In accordance with the decisions taken in the Conference of Education Ministers, panel of authors have been formed for revising the textbooks.

### **Kerala**

With a view to providing better quality books at cheap rates, the State Government have already nationalised the production of textbooks.

### **Madhya Pradesh**

For making available the cheap and better quality of books to students at Elementary stage, 23 textbooks on different subjects have so far been nationalised.

### **Madras**

The Government have decided to publish language textbooks for Primary schools according to the following programme :

- (i) Textbooks for Standard IV from 1959-60;
- (ii) Textbooks for Standards I to III and V from 1960-61.

A Special Officer of the grade of a District Educational Officer has been placed in charge of the scheme.

### **Mysore**

Nationalisation of textbooks in the Primary standard is already in force. Private enterprise is also associated in the publication of textbooks.

### **Orissa**

The Government has decided to nationalise books in Oriya for classes I to III. The Board of Secondary Education is also considering the question of nationalisation of textbooks for classes VI to XI and it has been decided to publish some textbooks during 1958-59.

### **Punjab**

The scheme of nationalisation of textbooks in the Punjab covers classes I—VIII. The majority of the nationalised textbooks are now printed at the Government Printing Press, and the remaining work is entrusted to private presses.

**Rajasthan**

A Nationalisation Board of Textbooks has been functioning in the State from 1954. Textbooks of Class VI have been nationalised.

**Uttar Pradesh**

Textbooks up to Primary standard have been nationalised; for higher classes books are approved by the Department and the Board of High School and Intermediate Education. The present system is working satisfactorily.

**West Bengal**

The State Government are giving their consideration to the proposal keeping in view the question of provision of better quality of books at cheaper rate. They have taken up the question of nationalisation in a limited scale in the lower stages on an experimental basis.

**7. EVALUATION OF THE ACHIEVEMENTS OF FIRST FIVE-YEAR PLAN**

*"The State Governments should arrange for qualitative assessment of certain selected educational schemes, like Multipurpose schools, Basic Training colleges, etc., so that any defects/shortcomings found out may be removed during the future years."*

**Andhra Pradesh**

The Basic Training schools in the State have passed the stage of experimentation. The qualitative assessment of Multipurpose and Higher Secondary schools can be conducted only after these schools have completely switched on to the new pattern.

**Assam**

No comments to offer.

**Bihar**

No comments to offer.

**Bombay**

This Government has already appointed a Central Standing Committee for the reorganised Bombay State for planning the method and programme of evaluation of Plan schemes. Necessary steps will be taken in the light of the recommendation of the said Committee.

**Jammu & Kashmir**

No comments.

**Kerala**

It is proposed to appoint a small committee for the purpose.

**Madhya Pradesh**

Evaluation committees consisting of inspecting officers, headmasters and principals of Training colleges have been appointed for evaluating selected Multipurpose schools and Basic Training colleges.

**Madras**

The question of arranging for qualitative assessment of certain selected educational schemes is under consideration.

**Mysore**

The question of appointing a small committee to review the progress in selected institutions in Multipurpose High schools, etc., is under consideration.

**Orissa**

The Planning and Statistical Units will not be able to cope with the work of evaluation on the lines indicated by the Conference of Education Ministers. A proposal to constitute a small committee for the purpose is under consideration.

**Punjab**

No comments.

**Rajasthan**

A committee under the Chairmanship of a university professor has been set up to evaluate the working of the schemes under the First Five-Year Plan.

**Uttar Pradesh**

Reassessment is constantly done. The new engineering courses have only just been started and staff is still being appointed and the scheme is not ripe for assessment. The syllabus of the Basic Training colleges was improved a couple of years ago after an Inter-State Conference. No further action is called for at this stage.

**West Bengal**

No comments.

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**Publication No. 486**



**PROCEEDINGS**  
**OF THE FIFTH**  
**STATE EDUCATION MINISTERS'**  
**CONFERENCE**

**held at New Delhi**  
*on 4th and 5th November, 1960*



**MINISTRY OF EDUCATION**  
**GOVERNMENT OF INDIA**  
**1962**

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## I. PROCEEDINGS

### (i) PARTICIPANTS OF THE CONFERENCE

The Fifth Conference of State Education Ministers was held at Vigyan Bhavan, New Delhi, on 4th and 5th November, 1960, under the Chairmanship of Dr. K. L. Shrimali, Union Minister of Education. The following State Ministers were present :

#### **Andhra Pradesh**

Shri S. B. P. Pattabhi Rama Rao, Education Minister  
*accompanied by*  
Shri J. P. L. Gwynn, Education Secretary  
*and*  
Shri N. Ram Lal, Director of Public Instruction

#### **Assam**

Shri R. Das, Deputy Education Minister  
*accompanied by*  
Shri S. C. Rajkhowa, Director of Public Instruction

#### **Bihar**

Kumar Ganganand Sinha, Education Minister  
*accompanied by*  
Shri Krishna Kanta Singh, Deputy Education Minister,  
Shri Saran Singh, Education Secretary  
*and*  
Shri R. N. Roy, Deputy Director of Education (Planning)

#### **Gujarat**

Shri H. K. Desai, Education Minister  
*accompanied by*  
Shri M. D. Rajpal, Director of Education  
*and*  
Shri S. H. Varia, Deputy Secretary, Education and Labour  
Department

#### **Jammu and Kashmir**

Shri G. M. Rajpori, Education Minister  
*accompanied by*  
Shri R. C. Raina, Education Secretary  
*and*  
Shri G. A. Mukhtar, Director of Education

#### **Kerala**

Shri A. Thanu Pillai, Chief Minister and Education Minister  
*accompanied by*  
Shri N. Chandrabhanu, Director of Public Instruction

**Madhya Pradesh**

Shri S. D. Sharma, Education Minister

**Madras**

Shri C. Subramaniam, Finance and Education Minister  
*accompanied by*

Shri K. Srinivasan, Education Secretary  
*and*

Shri N. D. Sundaravadelu, Director of Public Instruction

**Maharashtra**

Shri D. S. Desai, Education Minister  
*accompanied by*

Smt. N. R. Bhosale, Deputy Minister for Education  
*and*

Shri P. J. Chinmulgund, Education Secretary

**Mysore**

Shri Anna Rao Ganamukhi, Education Minister  
*accompanied by*

Shri S. Puranik, Deputy Secretary, Education Department

**Orissa**

Shri V. Ramanathan, Chief Secretary,  
Shri B. C. Das, Director of Public Instruction  
*and*  
Shri D. Mahapatra, Deputy Secretary

**Punjab**

Shri A. N. Vidyalkar, Education Minister  
*accompanied by*  
Shri C. D. Kapur, Education Secretary  
*and*  
Shri I. M. Verma, Director of Public Instruction

**Rajasthan**

Shri Mohanlal Sukhadia, Chief Minister and Education Minister  
*accompanied by*  
Shri Vishnu Dutta Sharma, Education Secretary  
*and*  
Shri J. S. Mehta, Director of Education (Primary and Secondary)

**Uttar Pradesh**

Shri Kamalapati Tripathi, Education Minister  
*accompanied by*  
Shri C. N. Chak, Director of Education  
*and*  
Shri K. N. Malviya, Deputy Secretary

## West Bengal

Rai H. N. Chaudhuri, Education Minister  
*accompanied by*

Dr. D. M. Sen, Education Secretary

The following attended the Conference by special invitation :

Shri Shriman Narayan, Member, Planning Commission

Shri A. N. Khosla, Member, Planning Commission

Dr. C. D. Deshmukh, Chairman, University Grants Commission

Smt. Durgabai Deshmukh, Chairman, National Council for Women's Education

The following officers of the Planning Commission were present :

Shri D. P. Nayar, Director (Education)

Shri K. L. Joshi, Director (Education)

The following officers from the Ministry of Education were also present :

Shri P. N. Kirpal, Education Secretary

Shri R. P. Naik, Joint Secretary

Shri R. R. Singh, Joint Educational Adviser

Shri J. P. Naik, Adviser (Primary Education)

Shri R. K. Kapur, Deputy Educational Adviser

Dr. P. D. Shukla, Deputy Educational Adviser

Shri Naurhia Ram, Deputy Educational Adviser

Shri K. R. Ramchandran, Deputy Secretary

Shri B. N. Malhan, Deputy Secretary

Shri K. D. Bhargava, Deputy Secretary

Shri N. D. J. Rao, Deputy Secretary

Shri Prem Narain, Deputy Financial Adviser

Shri M. P. Jain, Assistant Educational Adviser

### (ii) ADDRESS OF THE UNION EDUCATION MINISTER

Welcoming the State Education Ministers to the Conference, Dr. K. L. Shrimali, the Union Education Minister, delivered the following address.

"I am happy to have this opportunity of welcoming you to this Conference and to express my gratitude for accepting my invitation in spite of the many heavy claims on your time. This Conference has assumed special importance since we are meeting at a time when the Third Five-Year Plan is being finalised. The need for co-ordinated effort through a gathering like this becomes all the more urgent when the financial resources available for educational development are limited. Though it has been generally recognised that education is the basic condition for social and economic progress, it is a hard reality that in our national plan we cannot give it a high enough priority. We find ourselves in a difficult dilemma. While we need to make larger investments in education for developing our financial and economic



resources, we lack adequate funds to finance education. While economic progress in the long run is largely dependent on education, we cannot have an adequate system of education without a sufficiently developed economy. We cannot have good education because we are poor and we continue to remain poor because we cannot give good education. We thus move in a vicious circle. The greatest problem in an under-developed country like ours is to break this vicious circle by adopting all possible measures. The financial resources that are made available should be utilised in a manner that will induce development in the sectors which are educationally most significant and yield optimum results. A social climate should be created in the country so that the whole society becomes education-conscious and all persons including parents and teachers are prepared to make sacrifice for the education of the younger generation. What we lack in financial terms has to be made up by efficient and effective organisation, creative thinking leading to improved and dynamic practices in schools and educational administration and, above all, whole-hearted co-operation, interest and support from the community. Perhaps the most urgent task confronting us is to develop an adequate, competent and effective administrative machinery to cope with the vastly expanded programme of education and to meet the manifold needs of the country in the economic and social dimensions resulting from the Five-Year Plans. It is, therefore, of the highest importance that we draw up a suitable programme to provide the best avenues of training to the personnel required for the implementation of development plans and, in particular, for carrying out the programme of increasing educational facilities at all levels.

"The Second Five-Year Plan which is now drawing to a close has marked a step forward in the expansion of educational facilities. There are now 33 million children in the age-group 6—11 in school, 6 million in age-group 11—14 and 3 million in the Secondary stage. These enrolments form 60 per cent, 22.6 per cent and 12 per cent of the respective age-groups. In terms of numbers these represent a very substantial increase during the five-year period. At the Secondary stage, the process of reorganisation has made steady progress. The concept of Multipurpose education is gaining ground and 1,550 Secondary schools have been converted to this pattern. As many as 2,550 have been upgraded to the Higher Secondary pattern. At the university stage, the number of students has increased to 9,00,000 and a series of measures have been taken by the University Grants Commission to improve the quality of university education. All this is a measure of continuing progress, but the work that has been done so far only highlights what needs to be done in the immediate future, and it is to this great task that we have now to devote our energy and resourcefulness.

"As you are aware, the most significant programme included in the Third Five-Year Plan is the introduction of universal, free and compulsory Primary education for children in the age-group of 6—11. Although it is a moderate and essential measure of social justice

designed to secure the right to education for every child, it is the largest and most determined effort ever made so far to give effect to the directive principle of the Constitution on this subject. In the allocation of resources to the States, their requirements in giving effect to this programme are fully taken into account and the States which are educationally backward are being given special consideration. It is envisaged that, by the end of the Third Plan, 80 per cent of the children in the age-group 6—11 will be in school. In most areas there would be cent per cent enrolment, while in others it might be less than 80 per cent but substantially more than the existing level. By the end of the Third Plan, some of the States will have achieved compulsion over their entire jurisdiction, while in other States it would be possible to apply compulsion over fairly large areas. I shall be happy if we can go beyond this over-all target of 80 per cent, but considering the fact that the majority of children to be enrolled are either girls or children coming from backward areas, it is not going to be an easy affair. The task we are now undertaking is of greater magnitude than what we have undertaken in the past. The total number of additional children to be enrolled in the Third Five-Year Plan will be 180 lakhs (out of which nearly 120 lakhs will be girls) as compared to 65 lakhs in the First Five-Year Plan and 95 lakhs in the Second Five-Year Plan. It is, therefore, clear that stupendous and unremitting efforts will have to be made to reach even the limited targets laid down in the Third Five-Year Plan.

"An important preliminary measure for the launching of this programme is the passing of an up-to-date Compulsory Education Law. The existing position in this respect is far from satisfactory. There are large areas of the country for which no legislation exists. Some States have more than one law for compulsion as a result of the recent reorganisation of States. Most of the existing laws of compulsory education are out of date. I would, therefore, request you to examine this matter and have a new law for compulsory Primary education enacted for your State as early as possible. Parliament has recently passed a Compulsory Education Law for Delhi which is based upon a very careful examination of all recent legislations on the subject, both in India and abroad. It would be a great advantage to have uniform legislation over the entire country and I hope that you would formulate your legislation on the lines of this model legislation.

"There are three other important measures needed for the success of a nation-wide programme of introducing universal, free and compulsory Primary education. The first in priority is a sustained campaign for educating public opinion so that parents may send their children, and particularly daughters, to school. During the Second Plan, very effective enrolment drives were organised by Bihar, Orissa and Rajasthan. In Bihar the results have been remarkable—the total enrolment has increased from 18 lakhs in 1955-56 to 32 lakhs in 1960-61; the enrolment of girls has increased from 3.5 lakhs to 8 lakhs in the same period; and what is more striking is the increase in

the enrolment of girls which is now about 50,000 per year as against about 5,000 in the past. It is also worthy of note that most of this additional enrolment has taken place in co-educational schools. Orissa has adopted the same methods; and although its drives are more recent, they have also been equally effective. Rajasthan has organised good enrolment drives with the help and cooperation of *Panchayat Samitis* who were responsible for mobilising a good deal of local support and enthusiasm for the campaign. The technique of annual enrolment drives has been so successful that I would recommend its adoption by all the States.

"The second important aspect of this enrolment problem is to assist the poor and needy parents by providing school uniforms, textbooks and school meals for the children. These basic needs must be met if the programme of compulsory education is to be effective. We have to make special efforts in the Third Plan to mobilise community effort to meet these essential needs. The question of textbooks is of particular importance. In some places too many books are prescribed and are changed too often. Moreover, the average life of our textbooks is very small—a little more than a year—while it is about eight years in the U.K. All these factors which increase the cost of education will retard progress of education particularly in the poorer sections of our community. The Union Ministry is making a careful study of this problem and will soon propose suitable measures to produce suitable, inexpensive and durable textbooks through private enterprise, if possible, and through Government agencies, if necessary. The need for providing mid-day meals cannot be overstressed. The majority of our children are under-nourished and, unless adequate provision can be made by the school to supplement the poor nourishment which they receive at homes, their physical and mental growth will be retarded. I should like to commend to your notice the scheme of the Madras Government where the local community and the State share this responsibility jointly. The community provides 4 nP. per meal and the State gives a grant-in-aid of 6 nP. per meal.

"The third and most important part of the programme is the recruitment of teachers. The quality of education depends mainly on the competence and devotion of teachers. In order to attract the right kind of teachers and to keep them contented, it is of the utmost important that every possible effort is made to improve their conditions of service. You would recall that the Union Ministry had suggested to you some time back that the minimum basic salary of a trained and untrained teacher should be Rs. 50 and Rs. 40 respectively. It is gratifying that most of the States have now been able to agree to our suggestions and the Primary teachers are now getting these basic salaries. There are a few States which are still lagging behind. It is my fervent hope that they will make up this deficiency in the Third Plan period. I would also urge you to pay the same dearness allowance to the teachers as is being paid to Government servants. There are some States which make no distinction between Primary teachers and other Government servants in respect of pay-

ment of dearness allowance but in some of the States a difference detrimental to the teacher still exists. The advantage of getting a high salary is lost if the dearness allowance of the teacher is not equalised. You will agree with me that there has been a considerable rise in the cost of living and the basic salary which we are now giving to the teachers is hardly adequate to enable them to make both ends meet. The teacher is a public servant and, whether he is employed by a local body or a private agency or Government, he is entitled to the same dearness allowance as is given to Government servants. I would, therefore, make an appeal to you to find ways and means to give the same benefit of dearness allowance to all the teachers as you give to Government servants. When you have done this, there will be no need for teachers to seek promotion as peons as is happening today in some parts of the country. In this connection I should also like to suggest that a reasonable old-age provision for the Primary school teacher and his family should be made. I would like to commend for your consideration the triple benefit scheme of pension-cum-provident-fund-cum-insurance adopted in Madras. I had brought to your notice some time ago the suggestion that a scheme might be devised to give free tuition to the children of all teachers. I hope it will receive your sympathetic consideration. The Union Ministry is also working out a scheme for giving special scholarships for higher studies to such children of teachers as show outstanding ability. These are some of the measures which, if adopted, will make the teaching profession a little more attractive than it is at present.

"It is obvious that, if we have to increase the emoluments of teacher and expand the educational facilities at the same time, we shall have to effect economies on other items of expenditure. The one item in our educational budget where considerable economy could be effected without in any way lowering the standards of instruction is the construction of buildings. In the past we have placed too much emphasis on buildings and have made little attempt to persuade and help the community in shouldering this responsibility. If the programme of universal education is to be effective, our traditional approach with regard to school buildings will have to be radically altered. We must spend as little as possible on buildings and reduce their cost by every known device, such as use of local material, voluntary labour and simplicity of design. We may not have sufficient funds even for this reduced programme of building and it would, therefore, be desirable to phase the programme over a longer period so that the essentials may be provided first. But crucial to the success of the programme is the mobilisation of community resources. The local community will have to be made responsible for the construction and maintenance of buildings and the provision of equipment. Unless community participation is secured in a big way this vast programme cannot be put through now or for many years to come. It may interest you to know that some significant experiments have been made in Delhi which have reduced the building cost by half and sometimes even more than half. This has been brought about by

better utilisation of space, modified specifications and use of cheaper building materials.

“Turning to Secondary education, I am glad to state that the reorganisation is taking place according to plan. By the end of the Second Plan it is hoped that about 20 per cent of the schools would have been converted to the Higher Secondary pattern. By the end of the Third Plan it is proposed to convert at least 50 per cent of the schools. The prevalence of different patterns of Secondary education has increased the number of terminal examinations with consequent wastage at each stage. It is, therefore, desirable that every possible effort is made to shorten the period of transition by completing the conversion of schools as early as possible. I am glad to say that some of the States have planned to complete the conversion of all schools to the Higher Secondary pattern by the end of the Third Plan.

“During the Second Five-Year Plan, though considerable progress in the conversion of ordinary High schools into Multipurpose schools has been made, the new courses in technical and other practical subjects have not produced satisfactory results. Multipurpose education, as a distinctly demarcated terminal stage, involves the reorganisation of the curriculum to suit new objectives, a reorientation of the methods of teaching and assessment and a strong Guidance Service. The main reason why the objectives of Multipurpose education have not been so far fully realised is the lack of trained personnel for teaching practical subjects. In order to overcome the deficiency, the Union Ministry is proposing to establish four Regional Training Colleges. I am glad that the State Governments have not only welcomed this proposal but have suggested the opening of more regional colleges. The development of Multipurpose schools with a view to giving to Secondary education a strong, well-articulated vocational and practical bias is one of the major recommendations of the Secondary Education Commission. The Government have accepted Multipurpose education with all its social and educational implications as the dominant pattern for the future development of Secondary education. It is no longer considered merely as education of the elite, but has to cater for a wide range of abilities and aptitudes and also to serve the diversified needs of a modern industrial society. I would, therefore, request you not to be deterred by doubts or difficulties but make headway with this much-needed reform in our Secondary Education.

“I should like to draw your attention to another urgent problem, *i.e.*, the improvement and expansion of science teaching in Secondary schools. Both at the Secondary and university stages the output of science students is far short of the needs of a rapidly developing industrial economy. Scientific subjects have to become a part of the core studies at the Secondary stage and provision has also to be made for elective science courses with a view to expand facilities for specification. It is hoped that during the course of the Third Five-

Year Plan general science courses would be introduced in all Secondary schools and elective science courses would be available in at least 25 per cent schools. The level of science teaching will have to be raised and with this object in view a comprehensive training programme for teachers would be necessary. It is essential that promising scientific talent which reveals itself at the Secondary stage should be given special opportunities for development, and the wastage that occurs through a variety of reasons should be eliminated as far as possible. A small committee of experts is being set up to make a practical study of these problems and formulate a programme in consultation with the State Governments which we hope would help in markedly accelerating the development of science studies in our schools.

"The University Grants Commission, as you are aware, has in cooperation with the universities, initiated a number of significant programmes to improve the quality of university education. These will be carried forward on a larger scale in the Third Plan. They provide for encouragement of research and various measures designed to improve the facilities for the teaching of science, introduction of the three-year degree course, better hostel facilities and improvement of salary scales of teachers. The pressure of rising numbers has continued to pose a very difficult problem. Indiscriminate admissions to universities and colleges neutralise all efforts to improve educational standards. It is the considered view of the University Grants Commission and of the Government that no appreciable improvement in standards can take place unless the rising tide of numbers can be stemmed and admission is given on a selective basis only to those who have the capacity to benefit from it. I am aware of the view held in some quarters that the doors of universities should not be closed to any one. It is argued that, by denying these opportunities to young men and women, we create obstacles in their betterment. While these critics show concern about the students who cannot get admission to the universities, they have no solution to the problem of finding additional resources for paying adequate salaries to the teachers or for equipping libraries and laboratories. I am, therefore, doubtful whether they are genuinely interested either in the progress of education or of these young men. If we go on adding to numbers without providing adequate facilities, the quality of higher education which is already poor will be diluted to such an extent that it would be a misnomer to call it education. It would be a more straightforward and honest course to admit that, however, laudable the aim may be to give higher education to all who need it, it cannot be achieved within our limited resources.

"While it is not possible to offer facilities for collegiate education to all candidates regardless of their standard of attainment and abilities, Government are aware of the need for providing suitable avenues to those who wish to better their academic qualifications but do not have the facilities to pursue the normal full-time courses of instruction. For this purpose we are considering the question of

introducing some such system of external degrees as is prevalent in some of the universities abroad and organising correspondence courses. In the Third Plan a provision for such facilities has been made for 60,000 students.

"There is another matter concerning the development of university education to which I would like to make a brief reference. In its Report for the year 1958-59, the University Grants Commission expressed its strong view that new universities should be established only after the most careful examination of all aspects of the question and that, in accordance with the provisions of its Act, an opportunity should be given to the Commission to advise on any such proposal. The Commission's experience has been that it is either not consulted or is consulted in such a perfunctory way that it cannot formulate proper advice. Since the Commission is entrusted with the task of promotion and coordination of university education and the determination and maintenance of standards of teaching, examination and research, it is advisable that a convention is established whereby, before bringing any new university into being, the State Governments consult the Commission in the matter. The consensus of opinion in Parliament also favours the growth of such healthy conventions between the University Grants Commission and the State Governments in this very important matter. I would, therefore, request you to give your careful consideration to this matter and help the University Grants Commission to discharge its statutory obligation in a satisfactory manner.

"Before concluding I should like to refer to a national problem which is causing considerable anxiety to all of us. The strength with which fissiparous tendencies are gathering in our country should be a warning to us. If we do not pay attention to this problem in time and root out narrow parochialism and separatist tendencies, the country faces grave dangers. Educationists have to accept without reservation the task of meeting this challenge. If education fails to promote social cohesion, emotional integration and national solidarity among the youth, it will be a major failure of our educational system. The courses of study, methods of teaching and the training programmes will have to be so organised that they all contribute to the development of social consciousness and national solidarity. I do hope that this matter will receive your full consideration.

"I look forward with confidence to receiving in future the same measure of cooperation from you as you have been good enough to give me in the past. The educational development of our country is a field of great opportunities and challenges—opportunities afforded by our democratic system of government and challenges thrown up by the tasks of national reconstruction. I have no doubt that, with faith in our cause and with determination in our efforts, we shall prove equal to the great challenges and responsibilities that lie ahead."

The Conference then began consideration of the agenda.

### (iii) MINUTES

#### **Item 1 : Programme of expansion and improvement of Primary education during the Third Five-Year Plan**

The question of providing Primary education for the age-group 6—11 during the Third Five-Year Plan was discussed at length. It was unanimously agreed that this programme should receive the highest priority during the Third Plan but doubts were expressed by some State Ministers as to whether the requisite funds for implementing it would be provided by the Planning Commission. It was clarified that, since the programme was being undertaken in fulfilment of the Constitutional directive, necessary funds would be made available for the purpose. The Conference was of the view that the programme would have to be suitably phased, either according to age or area, in such a way that by the end of the Third Plan the over-all national target of 80 per cent reached.

Among the various aspects of the question discussed were legislation for compulsory attendance embodying certain uniform principles of basic importance and provision of free textbooks and mid-day meals.

There was general agreement in principle about the necessity of providing mid-day meals and making this an integral part of the scheme of free and compulsory Primary education but it was pointed out that it would be difficult to implement this part of the programme unless the funds allocated also included a provision for this purpose. The Madras experiment of mid-day meals was specially mentioned in this connection and it was agreed that the details of expenditure estimated to be incurred on this account might first be worked out and then the possibility of finding the required additional funds examined.

Another question which figured in this connection was the difficulty of introducing compulsion in backward areas. The Union Education Minister suggested that the special funds provided for the educational welfare in the tribal areas should also be utilized for provision of mid-day meals in the schools in such areas.

After discussing the various aspects of the question the Conference made the following recommendations :

#### *Expansion of Primary education*

(a) Every State should review its existing legislation on the subject of compulsory Primary education and should enact, as early as possible, a comprehensive and up-to-date law for the enforcement of compulsory attendance. The Delhi Primary Education Act, 1960, may be taken as a basis for consideration in this respect.

(b) A definite target to be reached during the Third Five-Year Plan should be to establish a school within easy accessible distance from the home of every child. For this purpose the State Governments should take steps to provide all school-less villages



with schools, broadly on the lines indicated by the Educational Survey.

(c) In order to reach the over-all national targets of enrolment set out in the Third Plan, enrolment drives should be organized where necessary and special measures should be adopted to increase the enrolment of girls and the children of the backward communities. In particular, the interest and resources of the community should be mobilized in support of the expansion programme and specially for supplementing the provision of mid-day meals, free supply of textbooks and school clothing to needy children.

**Item 2 : Improvement in the salaries of teachers in general and Primary teachers in particular**

The Conference unanimously agreed that teachers should be given a fair deal in their emoluments. There were some States in which salaries of Primary school teachers were very low and it was suggested that the question might be examined by a committee of five, consisting of the Chief Minister, Rajasthan, and the Education Ministers of Madras, Uttar Pradesh, Bihar and West Bengal, and its views communicated to the Conference.

The Committee's suggestions were considered by the Conference and it made the following recommendations :

The Conference reviewed the salaries which were being paid to Primary teachers in the different States and also the concessions and privileges to which they were entitled under the existing rules.

The recommendation made by the Ministry of Education, that the minimum basic salary of untrained and trained Primary teachers should be Rs. 40 and Rs. 50 respectively, has now been accepted by almost all the States. The Conference, therefore, hopes that, where such scales have not been adopted so far, every effort will be made to promulgate them soon.

With regard to the difference that now exists between the dearness allowance paid to Primary teachers and to Government servants drawing the same basic salary, the Conference has appointed a committee to examine the question in all its aspects and suggests that the Central Ministry may write to the State Governments concerned in the matter.

The Conference recommends that the triple-benefit scheme of Provident Fund-cum-Insurance-cum-Pension on the pattern now adopted in Madras State, should be introduced for Primary teachers in all States and requests the State Governments to examine the problem as early as possible.

The Conference feels that children of all Primary teachers should receive free tuition till the end of the High school stage and recommends to all State Governments that early steps may be taken for implementing this proposal. The Conference also re-

commends that special scholarships should be given to meritorious children of the teachers to enable them to prosecute their studies at the university stage.

### **Item 3 : Propagation of Hindi**

The need to create an atmosphere wherein the propagation and study of Hindi should become more easy was stressed on the discussions in the Conference. It was also emphasised that there should be coordinated effort for the development of other Indian languages, side by side with Hindi, so that the greatest measure of mutual enrichment may take place. It was generally agreed that Hindi Teacher Training colleges should be established in non-Hindi speaking States, wherever necessary, and the facilities already existing in this behalf improved. The Conference made the following recommendation :

The Conference recommends that adequate steps should be taken for the establishment of Hindi Teacher Training Colleges, in non-Hindi speaking States, where the need for such colleges exists, and for improving the facilities already existing in this behalf.

The Conference also recommends that the State Governments may make a survey of the existing arrangements for the propagation of Hindi and take steps for improving the existing facilities in collaboration with the Government of India.

The Conference further recommends that measures for the development and propagation of Hindi and the regional languages should be effectively unified and coordinated and, in particular, the programme for the translation of standard books and textbooks should cover both Hindi and the regional languages. A scheme of translating outstanding works of various regional languages into Hindi and *vice versa* should also be taken up.

### **Item 4 : Stimulation of national consciousness among students**

The Conference realised the importance and urgency of promoting national consciousness among students and various suggestions like provision of facilities in educational institutions for the teaching of languages of regions other than one's own, reorganisation of curricula, selection of suitable textbooks, emphasis on teachers' own conduct and establishment of national universities etc. were made. The Conference also considered the proposals drawn up by the Union Ministry of Education in this connection. It generally supported these proposals but felt that an expert Committee should be set up to examine the matter fully as the programme would have to be drawn up in detail. The Conference accordingly made the following recommendation :

The Conference realises the great importance and urgency of promoting national consciousness among our students and bringing about their emotional integration with the wider interests of the country and strongly supports the programme drawn up by

the Ministry of Education for this purpose. Since the programme would have to be worked out in detail, the Conference recommends the setting up of an expert committee to examine the matter fully.

**Item 5 : Education of girls and women in the Third Five-Year Plan**

The Conference agreed that special attention had to be given to the education of girls if the national target of 80 per cent enrolment for the age-group 6—11 years had to be realised during the Third Five-Year Plan. After discussing the matter, it made the following recommendation :

The Conference is of the opinion that the success of the programme of expanding Primary education will largely depend upon the additional enrolment of girls and especially upon the progress that would be made in this direction in the comparatively less advanced States. The Conference, therefore, recommends that adequate funds for the special programme for the expansion of education of girls at all stages should be made available to the States and the programme may be included in the Centrally sponsored sector with arrangements for grants-in-aid to State Governments on a 100 per cent basis, outside the ceilings that may be fixed for the State Plans.

**Item 6 : Policy regarding admission of students to universities**

The Conference recognised the need for ensuring that the level of admissions to universities should not be in excess of the facilities available for efficient instruction. It was also generally conceded that colleges should be of a manageable size, say of 1,200 to 1,500 students, and efforts should be made to improve the teacher-pupil ratio to bring it round to 1 : 20. It was, however, pointed out by some State Education Ministers that, while from a purely academic point of view, it was right to regulate numbers in universities, it would not be practicable and desirable to do so until alternative avenues of training and employment had been made available to those who, for some reason or other, are not admitted to the colleges. The special handicaps of students from rural areas and of students belonging to backward classes, as well as larger numbers seeking university admissions on account of expansion of Primary and Secondary education, were also mentioned in this connection. The Chairman, University Grants Commission, was requested to take the States' views into consideration while formulating the Commission's views on the subject.

**Item 7 : Grant-in-aid to affiliated colleges**

There was no discussion on this item but the Conference recommended that all recurring development expenditure in the universities and affiliated colleges which has been shared in by the University Grants Commission for a specific period during the Second Plan should be regarded as "committed" expenditure and that the Finance Commission should be requested to take it into consideration in allocating finances to the States.

## II APPENDICES

### (i) APPENDIX A

#### Memorandum

#### on

#### *Item No. 2 : Programme of expansion and improvement of Primary education during the Third Five-Year Plan*

Expansion and improvement of Primary education is included in the Third Five-Year Plan as the core programme of educational development and comprises the following elements for its implementation :

(a) Enactment of a comprehensive and up-to-date legislation for compulsory Primary education;

(b) Provision of a school in all school-less habitations or groups of habitations on the lines indicated by the Education Survey;

(c) Increase of enrolment in Primary schools so as to reach an all-India average target of 80 per cent enrolment for the age-group 6—11 and 30 per cent for the age-group 11—14;

(d) Increasing the enrolment of girls very largely, especially in the backward States, and the recruitment of as large a number of women teachers as possible, especially from the rural areas;

(e) Development of Primary education in all backward States until a target of not less than 70 per cent enrolment in the age-group of 6-11 is reached—90 per cent for boys and 50 per cent for girls.

(f) Increasing the remuneration of Primary teachers in order to attract better persons to the profession;

(g) Expanding and improving the existing provision for the training of Primary teachers;

(h) Stimulating the interest and support of the community in the expansion and improvement of Primary education;

(i) Orienting all Primary schools to the Basic pattern; and

(j) Organising research, experiments and pilot projects such as the development of experimental training institutions, organising intensive development of Primary education in a few selected blocks, improvement of science teaching, production and free distribution of good textbooks, production of literature for teachers and children, etc.

**2. Legislation for Compulsory Education :** One of the basic measures essential for the development of a programme of universal and free Primary education is to enact a comprehensive law for the enforcement of compulsory attendance of children. A survey of the existing position in this respect shows several difficulties. In the first place, there are large areas of the country for which no legislation exists,

e.g., in Rajasthan, a compulsory law exists only for the area of Ajmer and the old Bikaner State. In some States, there is a multiplicity of laws, e.g., in Mysore, the Bombay Primary Education Act, the Hyderabad Compulsory Education Act, the Madras Elementary Education Act and the Mysore Compulsory Education Act are all applicable to certain areas. Besides, most of the compulsory education Acts in India, which were enacted years ago, have several technical defects and are inadequate to deal with a vast programme of the type that is now being visualised. *It is, therefore, suggested that every State should enact, as early as possible, a single comprehensive and up-to-date law for compulsory Primary education and make it applicable to all its area.* The Delhi Primary Education Act, 1960, (*Annexure I*) which has been recently passed by Parliament, may be taken as a basis for consideration in this respect. Its copies, along with other relevant documents, are also being circulated to the State Governments for information.

3. *Provision of Schools in School-less Habitations*: A programme of compulsory education necessarily begins with the establishment of schools which function on a voluntary basis for some time in order to educate public opinion and pave the way for the ultimate introduction of compulsory attendance. An important part of the programme of expansion of Primary education proposed to be implemented in the Third Five-Year Plan is, therefore, to establish schools in all school-less habitations or groups of habitations as indicated by the Education Survey. In other words, *one of the national targets for the Third Plan is to provide a school within easy accessible distance from the home of every child.*

4. Since the programme of universal education aims at securing social justice, it is all the more necessary to give due attention to the needs of these neglected areas which are ordinarily inaccessible and, in several cases, inhabited by tribal or other backward people. It is, therefore, suggested that funds should be set apart for the establishment of schools in school-less areas and that an intensive effort should be made to provide every village or group of small villages with a school before the end of the Third Five-Year Plan on the basis of the Education Survey. It is estimated that about 70,000 new Primary schools—most of them single-teacher ones—would be needed for this purpose. This is only a small fraction of the total expansion proposed for the Third Plan and it is, therefore, hoped that the State Governments would be able to complete it very soon.

5. *Increase of Enrolment in the Age-Group of 6—11*: Taking India as a whole, the enrolment of children in classes I to V increased by about 65 lakhs during the First Five-Year Plan,—from about 180 lakhs in 1950-51 to about 245 lakhs in 1955-56. During the Second Five-Year Plan, it is expected to increase by about 95 lakhs—from 245 lakhs in 1955-56 to 340 lakhs in 1960-61. This works out at about 60 per cent of the total population of children in the age-group of 6—11. *It is now proposed to make a supreme effort during the*

*Third Five-Year Plan and enrol about 180 lakhs of additional children in classes I—V.* This will raise the total enrolment in these classes to about 520 lakhs in 1965-66 which works out at about 80 per cent of the children in the age-group of 6—11. The task proposed for the Third Five-Year Plan is, therefore, about thrice that of the First Plan and about twice that of the Second Plan.

6. To secure this large increase in enrolment, the following steps may be found helpful :

(a) Every State should organise an annual enrolment drive and these should be particularly emphasised in the backward States. Such drives were organised successfully in Bihar, Rajasthan and Orissa during the Second Five-Year Plan and the experience gained therein would be of great help in intensifying and generalising this activity with the support of Community Development Organisation during the Third Five-Year Plan.

(b) To enlist the co-operation of local bodies and influential social workers in the implementation of this programme, it may be an advantage to form school committees consisting of influential local leaders for this purpose and local bodies like the village *Panchayats*, *Panchayat Samitis* or District Boards may be officially entrusted with the task of increasing enrolment.

(c) Measures would also have to be adopted to ascertain the difficulties which ordinarily prevent parents from sending their children to schools. Parent-teacher contacts would be of great use for this purpose. It would be found that, in most cases, the children do not come to school because of poverty, failure of parents to appreciate the value of education and traditional opposition to the education of girls in general and co-education in particular. The difficulties created on account of poverty would have to be met by making provision for free supply of books and writing materials and even by the provision of mid-day meals, wherever possible; and intensive educative propaganda would have to be organised to make the parents school-conscious and to break down the traditional prejudices against the education of girls. Special measures would also have to be adopted to popularise co-education at the Primary stage, particularly because the organisation of separate schools for girls would neither be possible nor desirable.

(d) It is suggested that every State Government may draw up an annual programme of measures to be adopted to bring about the desired expansion in the enrolment of children in classes I—V. If a suitable machinery is created for the preparation of such programmes and if their implementation is carefully watched, it should be possible to reach the national target.

7. *Enrolment of Children in the Age-Group of 11—14 :* During the First Five-Year Plan, the total enrolment of children in classes VI—VIII increased by 11.73 lakhs—from 31.20 lakhs in 1950-51 to 42.93 lakhs in 1955-56. During the Second Five-Year Plan, the total

increase is expected to be 18 lakhs—from 42.93 lakhs in 1955-56 to 60.93 lakhs in 1960-61. During the Third Five-Year Plan, it is proposed to enhance the momentum still further and to increase the enrolment in classes VI—VIII by 39 lakhs so as to reach a total enrolment of 100 lakhs (or 30 per cent of the total number of children in the age-group of 11—14) by 1965-66.

8. One measure that will have to be adopted for this purpose is to establish new middle schools on the lines indicated by the Education Survey. It may be stated that the Survey adopted the target of locating a middle school in all school areas with a population of 1,500 or more and within a distance of three miles from the home of every child. On this basis, about 50,000 Middle schools would be needed for the country as a whole as against about 34,000 that may be established by the end of the Second Plan. An attempt would, therefore, have to be made to provide about 16,000 additional schools during the Third Five-Year Plan on the lines indicated by the Education Survey.

9. The existing and proposed Middle schools would provide for a large part of the increased enrolment visualised in the Third Five-Year Plan. But it is also necessary to refer here to the significant experiment of *continuation schools* that is now proposed to be undertaken. It is well known that the main reason for the great fall of attendance in classes VI-VIII is economic and that a larger number of the children who have completed Class V are not able to continue their education on a full-time basis because they have to work in or for their families. It is, therefore, suggested that part-time continuation schools may be organised for such economically handicapped children who desire to study further. These schools will train up students for the middle examination if they so desire; but a large majority of them will provide a curriculum of general and vocational education combined with some training in citizenship.

10. *Expansion of the Education of Girls and the Training of Women Teachers* : If the national targets proposed for the expansion of Primary education in the age-group of 6-11 are to be reached, it will be necessary to place the strongest emphasis on the expansion of girls' education and the preparation of women teachers, especially from the rural areas. The enrolment of 340 lakhs that will be reached in 1960-61 in classes I-V will include 230 lakhs of boys and 110 lakhs of girls. But the enrolment of 520 lakhs proposed to be reached in 1965-66 in the same classes will include 290 lakhs of boys and 230 lakhs of girls. In other words, we shall have to enrol about 60 lakhs of additional boys and 120 lakhs of additional girls in the Third Five-Year Plan. The task to be performed in respect of girls is, therefore, twice that in respect of boys; and if the traditional prejudices against the education of girls are taken into account, it is several times more difficult. It, therefore, follows that the programmes for the expansion of girls' education have to be emphasized very greatly, especially in the backward States.

11. The various schemes drawn up for this purpose of increasing the enrolment of girls in classes I-V include (1) enrolment drives for

the education of public opinion, (2) popularisation of co-education, (3) grant of financial assistance to needy girls in the form of free supply of books and writing materials and even clothes, where necessary, (4) appointment of school-mothers, (5) recruitment of women teachers in increasing numbers, etc. Of these, the last is by far the most important. In this context also, a number of schemes have been drawn up and they include (1) the conduct of condensed courses for adult women, especially from rural areas, (2) the construction of quarters for women teachers, (3) grant of allowance for working in rural areas etc.

12. But this problem cannot be treated in an isolated way. The key to its solution is the provision of women teachers and, in order to secure this, it is essential to expand the education of girls at the Middle and Secondary stages also. Most of the schemes enumerated above for the age-group of 6—11 would be applicable at this stage also. But three additional schemes have been proposed. The first is the scheme of establishment of hostels for Middle and Secondary schools and the target to be reached is the establishment of one hostel (with accommodation for 100 girls) in every district. The second is the provision of free education at the Middle and Secondary stages to all girls in rural areas and for all urban girls of parents whose income is below a certain level. The third scheme is of scholarships, payable in cash or kind, for purchase of books, writing materials, or clothes.

13. It is obvious that the conditions in this respect vary largely from State to State and that the schemes to be adopted or the relative importance to be placed on them will vary from area to area. With the resources allocated for the programme, the State Governments will adopt the particular schemes or evolve new ones in the light of local conditions.

14. It is a happy sign that the State Governments have been seized of the importance and difficulty of this problem and have made fairly adequate preparations to deal with it. In most States, State Councils for Women's Education have been established and special officers at a sufficiently high level have been appointed to deal with the programme. What is now needed is the organisation of an intensive nation-wide effort and its maintenance at a high pitch throughout the Third Five-Year Plan.

15. *Development of Primary Education in all Backward States :* In 1950-51, the disparity between an advanced State like Kerala and an under-developed area like Rajasthan was immense. These differences could not be narrowed down to any appreciable extent during the First Five-Year Plan. During the last five years, however, a good deal of advance has been registered by the backward States and today the gap between the advanced and the backward States is much less than it was ten years ago, although it is still wide enough to cause grave concern. In the Third Five-Year Plan, it is proposed to reduce this gap substantially. The over-all target for enrolment adopted in the Plan is 90 per cent for advanced States and 70 per cent for the



backward States. There would be little difficulty for the advanced States to reach the target prescribed for them; and in fact, some may even exceed it. The success of the Plan, therefore, entirely depends upon what happens in the six States of U.P., Bihar, Jammu & Kashmir, Rajasthan, Orissa, and Madhya Pradesh. They have only 44 per cent of the population of the country, but 73 per cent of the school-less villages are found here and they also have 60 per cent of the non-attending children in the age-group of 6—11 in India as a whole. In making the allocation of resources, due regard is being given to the need for narrowing down disparities, but the major effort in this sector will have to be made by the States themselves. Intensive effort for mass education for popularising the education of girls in general and co-education in particular and mobilising community resources and cooperation would need to be made. It will also be necessary that funds for education in general and Primary education in particular that are allocated, do not get diverted or suffer diminution through shortfalls in implementation.

16. *Increasing the Remuneration of Primary Teachers* : In dealing with the problems of qualitative improvement which are also proposed to be emphasized during the Third Plan, the highest priority would have to be given to improving the remuneration of Primary teachers. On account of the great importance of this question, it is dealt with in a separate paper.

17. *Expanding and Improving Existing Provision for the Training of Primary Teachers* : During the Second Five-Year Plan, additional facilities for the training of about 30,000 teachers have been provided. As in other fields, the States present a varied picture in this respect also. In some States like Kerala and Madras, almost all the teachers are trained while in certain others like Madhya Pradesh and West Bengal, the percentage of trained teachers is very low. It is, therefore, proposed to make an intensive effort during the Third Five-Year Plan to increase the output of trained teachers as greatly as possible. The original idea was to reach the target of 60 per cent of trained teachers by 1965-66. It appears that this may not be attained, not because of any failure to expand training facilities, but because of the very large expansion contemplated during the Third Plan. The percentage of trained teachers by the end of 1965-66 may reach about 70.

18. *Orientating Primary Schools to the Basic Pattern* : Another important programme of qualitative improvement which is proposed to be undertaken during the Third Five-Year Plan is to orientate all Primary schools to the Basic pattern. For this purpose, an attempt is being made to adopt an integrated syllabus for all Primary schools and to orientate all Primary teachers to the Basic pattern in accordance with the recommendations of the Allahabad Seminar. This programme ought really to have started during the last two years of the Second Five-Year Plan; but, owing to financial difficulties, it has been postponed to the Third Plan. It is now hoped that it would be possible to complete it during the first two years of the Third Plan.

19. *Stimulating Community Interest in and Support for Primary Schools* : As the programme of Primary education has begun to expand, it is becoming more and more manifest that its success will largely depend upon the extent to which the local community can be educated to take interest in its schools and to make sacrifices for improving them. Community resources have to be mobilised on a large scale and systematically so that community may assume the responsibility in an increasing measure for providing school buildings, mid-day meals and school books. It is true that it would take some time to reach this goal and that, in the meanwhile, it would be necessary for the State Governments to assume one additional responsibility, viz., the stimulation of community interest in and support for Primary education. This has been done with outstanding success in Madras where a State-wide programme of mid-day meals and school improvement is being organised. What has been possible in Madras should also be possible in other parts of the country. It is, therefore, proposed that, during the Third Five-Year Plan, an intensive drive for community participation in the programme of Primary education should be organised all over the country. The local community should be induced to construct buildings for Primary schools with some small assistance from the State. They should generally take over the maintenance of the buildings and supply of equipment. The responsibility for enforcing compulsory attendance and for supplying free books and writing materials to children should also be assumed by the local community. Wherever possible, the local community should also be persuaded to provide clothes and mid-day meals and such efforts should be suitably assisted by a grant-in-aid. There is no doubt that intensive work on these lines will enable the country to achieve good results in spite of the meagre resources available. What is more important, it will lay the foundations of universal education on a secure basis and pave the way for a still greater advance during the Fourth Plan.

20. *Pilot Projects and Experiments* : One of the major responsibilities of a Federal Government is to conduct research, experiments and pilot projects so that the cause of education in the country as a whole will advance on proper lines. In the field of primary education also, it is proposed to organise in association with the State Governments a number of significant programmes which envisage improvement in the teaching of science, production of educational literature of all types research and studies into problems, reference and other books for teachers, supplementary reading material for children etc., intensive and comprehensive education development in selected Community Development Blocks, and developing some training institutions in the country as experimental institutions. Research Bureaux are proposed to be set up in each State Directorate for studying important local problems. The old and stubborn ills of wastage and stagnation need to be tackled vigorously and measures are under consideration for

the production of good and cheap textbooks and for their free distribution to children. The details of these and other schemes included in the Plan in the Centrally sponsored sector are being finalised and will be circulated to the State Governments very shortly. It is hoped that these programmes would, before long, yield results which would pave the way for a general improvement of Primary education in the country.

## ANNEXURE I

### **The Delhi Primary Education Act, 1960**

**No. 39 of 1960**

20th September, 1960.

AN

*Act to provide for free and compulsory Primary education for children in the Union territory of Delhi*

BE it enacted by Parliament in the Eleventh Year of the Republic of India as follows :—

1. (1) This Act may be called the Delhi Primary Education Act, 1960.

(2) It extends to the Union Territory of Delhi.

(3) It shall come into force on such date as the State Government may, by notification in the Official Gazette, appoint.

2. In this Act, unless the context otherwise requires,

(a) “academic year” means the year beginning on such date as the local authority may specify with respect to any specified area or with respect to approved schools generally or any approved school or class of approved schools in particular within its jurisdiction;

(b) “approved school” means any school in any specified area within the jurisdiction of a local authority imparting Primary education which—

(i) is under the management of the State Government or the local authority, or

(ii) being under any other management, is recognised by the local authority as an approved school for the purpose of this Act;

(c) “attendance authority” means any person appointed to be an attendance authority under section 7;

(d) “to attend an approved school” means to be present for instruction at an approved school on so many days in a year and at such time or times on each one of those days as may be fixed by the local authority concerned;

(e) “child” means a boy or girl within such age-group, not being less than six or more than fourteen, as may be specified in a declaration made under section 4;

SHORT TITLE,  
EXTENT AND  
COMMENCE-  
MENT

DEFINITIONS

(f) "local authority" means the Municipal Corporation of Delhi, the New Delhi Municipal Committee and the Delhi Cantonment Board;

(g) "parent", in relation to any child, includes a guardian and every person who has the actual custody of the child;

(h) "prescribed" means prescribed by rules made under this Act;

(i) "primary education" means education up to such class or standard, not beyond the eighth class or standard, as may be prescribed;

(j) "rural areas" shall have the meaning assigned to it in section 2 of the Delhi Municipal Corporation (66 of 1957) Act, 1957;

(k) "special school" means any institution which imparts such Primary education as is in the opinion of the State Government suitable for children suffering from any physical or mental defect;

(l) "specified area" means any area within the jurisdiction of a local authority in which Primary education is declared by that authority to be compulsory under section 4.

**SCHEMES FOR  
PRIMARY  
EDUCATION**

3. (1) It shall be the duty of every local authority to provide for compulsory Primary education for children ordinarily resident within its jurisdiction, and for this purpose it shall, from time to time, submit to the State Government such proposals in the form of a scheme as it may think fit providing for such compulsory Primary education in the whole or any part of the area within its jurisdiction for children of such ages and up to such class or standard as it may decide.

(2) Notwithstanding anything contained in sub-section (1), the State Government may, at any time, call upon a local authority to submit to it within such time as may be specified a scheme for compulsory Primary education in such area within the jurisdiction of the local authority for children ordinarily resident therein, and of such ages and up to such class or standard, as the State Government may specify.

(3) The scheme submitted under sub-section (1) or sub-section (2) shall be in such form as the State Government may specify and shall contain the following particulars :

(a) the area in which Primary education shall be compulsory;

- (b) the approximate number of children to whom the scheme will apply, classified according to age and mother-tongue;
- (c) a list of existing approved schools and the schools, if any, proposed to be opened for the purpose, classified by languages in which instruction is given or is proposed to be given;
- (d) the number of teachers already employed and the additional staff proposed to be recruited;
- (e) the recurring and non-recurring cost of the scheme; and
- (f) such other particulars as may be prescribed.

(4) The State Government may, after making such inquiry as it may consider necessary, sanction with or without modifications the scheme submitted by the local authority under sub-section (1) or sub-section (2).

4. (1) On receipt of sanction under sub-section (4) of section 3, the local authority shall give effect to the scheme so sanctioned by means of a declaration that with effect from the first day of the next academic year Primary education shall be compulsory in any area specified in the declaration for children ordinarily resident in that area and within such age-group and up to such class or standard as may be specified in the declaration.

PRIMARY EDUCATION TO BE COMPULSORY IN AREAS COVERED BY SCHEMES

(2) Every declaration under sub-section (1) shall—

- (a) be published in the Official Gazette and in such other manner as the local authority may decide;
- (b) be so made as to ensure that there is an interval of not less than one hundred and twenty days between the date of the publication of the declaration and the first day of the next academic year.

5. The State Government shall, in respect of every scheme sanctioned under sub-section (4) of section 3 or prepared under sub-section (1) of section 17, bear such part of the recurring and non-recurring cost of the scheme as it may from time to time determine.

GRANTS-IN-AID

6. It shall be the duty of the local authority to cause to be prepared as early as possible after the publication of a declaration under section 4, and in such manner as may be prescribed, a list of children in any specified

DUTY OF LOCAL AUTHORITY TO PREPARE LISTS OF CHILDREN

area; and the local authority shall cause the list to be revised at such intervals as may be prescribed.

#### ATTENDANCE AUTHORITIES

7. (1) The local authority may appoint as many persons as it thinks fit to be attendance authorities for the purposes of this Act, and may also appoint as many persons as it considers necessary to assist the attendance authorities in the discharge of their duties.

(2) In the exercise of any of the powers conferred by or under this Act, the attendance authority or any person appointed to assist the attendance authority may put such questions to any parent or require any parent to furnish such information, about his child as it or he considers necessary, and every such parent shall be bound to answer such questions or to furnish such information, as the case may be, to the best of his knowledge or belief.

#### ATTENDANCE AUTHORITIES TO NOTIFY PARENT OF HIS OBLIGATION TOWARD HIS CHILD

8. It shall be the duty of the attendance authority to notify the parent of every child to whom the declaration under section 4 applies that he is under an obligation to cause the child to attend an approved school with effect from the beginning of the next academic year.

#### RESPONSIBILITY OF PARENT

9. It shall be the duty of the parent of every child to cause the child to attend an approved school unless there be a reasonable excuse for his non-attendance within the meaning of section 10.

#### REASONABLE EX- CUSE FOR NON- ATTENDANCE

10. For the purposes of this Act, any of the following circumstances shall be deemed to be a reasonable excuse for the non-attendance of a child at an approved school,—

- (a) that there is no approved school within the prescribed distance from his residence;
- (b) that the child is receiving instruction in some other manner which is declared to be satisfactory by the State Government or by an officer authorised by it in this behalf;
- (c) that the child has already completed Primary education up to the class or standard specified in the declaration under section 4;
- (d) that the child suffers from a physical or mental defect which prevents him from attendance;
- (e) that there is any other compelling circumstance which prevents the child from at-

tending school, provided the same is certified as such by the attendance authority;

- (f) such other circumstance as may be prescribed.

11. If there is in existence a special school within the prescribed distance from the residence of a child who is suffering from a physical or mental defect, the attendance authority may, if it is satisfied that the child is not receiving any instruction in some other manner considered by it to be satisfactory, by order require the child to attend the special school; and it shall be the duty of the parent of such child to cause the child to attend the special school unless there be a reasonable excuse for the non-attendance of the child within the meaning of clause (e) of section 10.

SPECIAL SCHOOLS  
FOR PHYSICALLY OR  
MENTALLY DEFICIENT  
CHILDREN

12. (1) If the attendance authority is satisfied that a child, due to economic or other circumstances connected with the family to which the child belongs, is unable to attend an approved school in the manner required by or under this Act, it may, by order and subject to such conditions, if any, as it may think fit to impose, permit the child to attend any approved school established as a part-time institution or in which Primary education is imparted on a part-time basis.

SPECIAL PROVISION  
FOR PART TIME  
EDUCATION IN  
CERTAIN CASES

(2) Any parent who causes a child in respect of whom an order under sub-section (1) has been made to attend an approved school in the manner specified in the order shall be deemed to have complied with the provisions of this Act.

13. (1) Whenever the attendance authority has reason to believe that the parent of a child has failed to cause the child to attend an approved school and that there is no reasonable excuse for the non-attendance of the child within the meaning of section 10, it shall hold an inquiry in the prescribed manner.

ATTENDANCE  
ORDERS

(2) If as a result of the inquiry the attendance authority is satisfied that the child is liable to attend an approved school under this Act and that there is no reasonable excuse for his non-attendance within the meaning of section 10, it shall pass an attendance order in the prescribed form directing the parent to cause the child to attend the approved school with effect from the date specified in the order.

(3) An attendance order passed against a parent in respect of his child under this section shall, subject to the provisions of sub-section (6), remain in force for so long as this Act continues to apply to the child.



(4) If any parent against whom an attendance order has been passed in respect of his child under sub-section (2) transfers the custody of the child to another person during the period in which the attendance order is in force, such parent shall be bound to immediately inform the attendance authority in writing of such transfer.

(5) Where an attendance order has been passed against a parent in respect of his child under this section, such order shall have effect in relation to every other persons to whom the custody of the child may be transferred during the period in which the attendance order is in force as it has effect in relation to the person against whom it is passed.

(6) A parent may at any time apply to the attendance authority for cancellation of an attendance order on the ground—

(i) that he is no longer the parent in respect of the child; or

(ii) that circumstances have arisen which provide a reasonable excuse for non-attendance;

and thereupon the attendance authority may, after holding an enquiry in the prescribed manner, cancel or modify the attendance order.

CHILDREN NOT TO  
BE PREVENTED FROM  
ATTENDING SCHOOL  
BY EMPLOYMENT

**14.** No person shall employ a child in a manner which shall prevent the child from attending an approved school.

PRIMARY EDUCA-  
TION TO BE FREE

**15.** (1) No fee shall be levied in respect of any child for attending an approved school which is under the management of the State Government or a local authority.

(2) Where, in respect of any child an attendance order has been passed under section 13 and the only school which he can attend is an approved school under private management falling within sub-clause (ii) of clause (b) of section 2, the local authority shall take such steps as it may think fit for the purpose of ensuring that the Primary education which the child is to receive is free.

AGE OF CHILD—  
HOW TO BE COM-  
PUTED

**16.** The age of a child for the purposes of this Act shall be computed in terms of years completed by the child on or before the first day of the academic year :

*Provided* that where the birthday of a child falls on a day not later than sixty days from the first day of the academic year, the birthday shall be deemed to fall on the first day of the academic year for the purpose of computing the age of the child.

17. (1) If any local authority when called upon to submit a scheme under sub-section (2) of section 3 fails so to do, or, after a scheme has been sanctioned under sub-section (4) of section 3 fails to give effect to a scheme as so sanctioned, whether wholly or in part, the State Government may, after making such inquiry as it may consider necessary and after giving an opportunity to the local authority to be heard in the matter, appoint any person to prepare the scheme or to give effect to it, as the case may be, and may direct that such part of the expenses as that Government may determine shall be defrayed out of the funds belonging to the local authority.

FAILURE OF LOCAL  
AUTHORITY TO  
PREPARE OR IMPLE-  
MENT SCHEME

(2) Where any such direction as is referred to in sub-section (1) is issued, any person who has for the time being the custody of any moneys on behalf of the local authority, either as a banker or in any other capacity, shall, notwithstanding anything contained in any law for the time being in force, be bound to comply with such direction.

18. (1) If any parent fails to comply with an attendance order passed under section 13, he shall be punishable with fine not exceeding two rupees, and, in the case of a continuing contravention, with an additional fine not exceeding fifty paise for every day during which such contravention continues after conviction for the first of such contraventions :

PENALTY FOR  
CONTRAVENTION  
OF SECTION 13

*Provided* that the amount of fine payable by any one person in respect of any child in any one year shall not exceed fifty rupees.

(2) If any person fails to furnish any information as required by sub-section (4) of section 13, he shall be punishable with fine which may extend to twenty-five rupees.

19. If any person contravenes the provisions of section 14, he shall be punishable with fine which may extend to twenty-five rupees and, in the case of a continuing contravention, with an additional fine not exceeding one rupee for every day during which such contravention continues after conviction for the first of such contraventions.

PENALTY FOR  
CONTRAVENTION  
OF SECTION 14

20. (1) The courts competent to try offences under this Act shall be the following,—

COURTS COMPE-  
TENT TO TRY  
OFFENCES

- (a) in rural areas to which the *Delhi Panchayat Raj Act, 1954* extends, the *Panchayati Adalat*, constituted under section 50 of that Act, within whose jurisdiction the person committing the offence resides;

DELHI ACT III OF  
1955

(b) in other areas, the court of a magistrate having jurisdiction.

DELHI ACT III OF  
1955

(2) Any offence triable by the *Panchayati Adalat* shall be tried in the manner provided for the trial of criminal cases by the Delhi Panchayat Raj Act, 1954, and any offence triable by a magistrate shall be tried in a summary way.

COGNIZANCE OF  
OFFENCES

**21.** No court shall take cognizance of an offence under this Act except on the complaint of an attendance authority or any other person authorised in this behalf by the local authority by general or special order.

CERTAIN PERSONS  
TO BE PUBLIC  
SERVANTS

45 OF 1860

**22.** The attendance authority, every persons appointed to assist the attendance authority under subsection (1) of section 7 and every person authorised to make complaints under section 21 shall be deemed to be public servants within the meaning of section 21 of the Indian Penal Code.

PROTECTION OF  
ACTION TAKEN IN  
GOOD FAITH

**23.** No suit, prosecution or other legal proceeding shall lie against the Government or any authority or person in respect of anything which is in good faith done or intended to be done under this Act.

DELEGATION OF  
POWERS

**24.** (1) The State Government may, by notification in the Official Gazette and subject to such conditions, if any, as may be specified in the notification, authorise any officer or authority subordinate to it to exercise all or any of the powers conferred on the State Government by or under this Act.

(2) A local authority may, by general or special order and with the previous approval of the State Government, authorise any officer or authority subordinate to it to exercise all or any of the powers conferred on a local authority by or under this Act.

POWER TO MAKE  
RULES

**25.** (1) The State Government may, by notification in the Official Gazette and subject to the condition of previous publication, make rules to carry out the purposes of this Act.

(2) In particular, and without prejudice to the generality of the foregoing power, such rules may provide for all or any of the following matters, namely:—

- (a) the class or standard education up to which shall be considered as primary education;
- (b) the particulars to be contained in any scheme submitted under this Act, including particulars relating to the provision made or to be made in any area for the establishment of special schools or of

schools imparting primary education on a part-time basis or for the supply of food or refreshments, books, writing materials, uniforms or other necessary amenities, to children while attending school;

- (c) the manner in which lists of children may be prepared in any specified area under section 6, the intervals at which the lists shall be kept revised and persons with whose assistance such lists shall be prepared;
- (d) the functions to be performed, and the manner in which such functions may be performed, by attendance authorities;
- (e) the distance beyond which a child may not be compelled to attend an approved school;
- (f) the circumstances which may be regarded as reasonable excuses for the non-attendance of a child within the meaning of section 10;
- (g) the manner in which any inquiry under this Act may be held;
- (h) the form in which an attendance order under this Act may be passed;
- (i) the registers, statements and other information to be maintained or furnished by approved schools for the purposes of this Act;
- (j) any other matter which has to be, or may be, prescribed under this Act.

(3) Every rule made under this section shall be laid as soon as may be after it is made, before each House of Parliament while it is in session for a total period of thirty days which may be comprised in one session or in two successive sessions, and if, before the expiry of the session in which it is so laid or the session immediately following, both Houses agree in making any modification in the rule or both Houses agree that the rule should not be made, the rule shall thereafter have effect only in such modified form or be of no effect, as the case may be; so however that any such modification or annulment shall be without prejudice to the validity of anything previously done under that rule.

REPEAL OF PUNJAB  
PRIMARY EDUCA-  
TION ACT  
PUNJAB ACT XVIII  
OF 1940.

26. On the date on which primary education becomes compulsory in any specified area, the Punjab Primary Education Act, 1940 as in force in the Union territory of Delhi shall stand repealed in such area.

R. C. S. SARKAR,  
*Secretary*

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*CORRIGENDUM*

In the Gazette of India Extraordinary, Part II, Section 1, dated the 7th September, 1960, on page 411, line 34, for "the Indian Penal Code for any offence connected with any" read "proceedings under this Act".

## APPENDIX B

### Memorandum

on

**Item No. 2: Improvement in the Salaries of Teachers in General and Primary Teachers in Particular.**

**(a) PRIMARY TEACHERS**

It is common knowledge that the salaries of Primary teachers in India are very low. They cannot, of course, be compared to the salaries which are offered to Primary teachers in the progressive countries of the West. But even in Asia, a comparative study carried out by Unesco shows that the salaries of the teachers are the lowest in India, Nepal and Pakistan.

2. The problem of improving the salaries of Primary teachers was emphasised considerably in the Second Five-Year Plan. In this context, the Government of India made the following three proposals for the consideration of the State Governments :

- (a) The minimum basic salary of an untrained Primary teacher should be Rs. 40 and the minimum basic salary of a trained Primary teacher should be Rs. 50;
- (b) The dearness and other allowances payable to Primary teachers should be exactly the same as are payable to Government servants drawing the same salary; and
- (c) The nature and quantum of old-age provision for Primary teachers should also be the same as that for Government servants.

3. A scheme was also included in the State sector of the Second Five Year Plan under which grant-in-aid at 50 per cent was offered to the State Governments for improving the remuneration of Primary teachers.

4. A good deal of work has been done under this scheme in the Second Five-Year Plan. Several State Governments have revised the scales of pay for Primary teachers and have also adopted better rates of allowances. In some States, no distinction is made between the service conditions of Primary teachers and those of other Government servants.

5. In spite of these achievements, however, the general position of the remuneration of Primary teachers still continues to be very unsatisfactory. In some States, the minimum basic salaries of Rs. 40 and Rs. 50 have not yet been adopted. In many States, wide disparities exist between the dearness and other allowances paid to Primary teachers and those paid to Government servants drawing the same

salary. A great deal of equalisation has, therefore, to be done in this sector. Thirdly, the old-age provision for Primary teachers is far from happy. By and large, most of the teachers get provident fund only; a few get pension; and it is only in one State, Madras that the triple benefit scheme of pension-cum-provident-fund-cum-insurance has been adopted. The equalisation that remains to be done in this sector is, therefore, still greater.

*6. Minimum Basic Salaries :* It has to be remembered that the Government of India suggested the minimum basic salaries of Rs. 40 and Rs. 50 for untrained and trained Primary teachers about five years ago. Fixing a minimum is, however, not enough and it is necessary to consider a reasonable scale of pay which would attract the proper type of individual to the teaching profession.

It is necessary, therefore, that the minimum basic salaries for trained and untrained Primary teachers should be implemented and also a reasonable scale should be worked out.

*7. Equalisation in Allowances :* The second recommendation made by the Government of India is that the total emoluments of the Primary teachers inclusive of D.A. and other allowances should be the same as those paid to Government servants drawing the same salary. At present, the Primary teachers are divided into three broad groups according to the authority they happen to serve, teachers in the employ of Government, teachers in the employ of local bodies, and teachers in the employ of non-official organisations. Generally, the scales of pay and allowances sanctioned for these three groups of teachers are different and it is desirable that the total emoluments should be the same for all Primary teachers, irrespective of the authority they may happen to serve.

*8. Old-Age Provision :* To equalise the old-age provision made for Primary teachers of all categories we would suggest consideration of a scheme on the lines of the Triple Benefit Scheme (*Annexure II*) introduced in Madras State. Experience has shown that mere pension benefits only those employees who live for more than 12 years after retirement and this is not a large proportion among Primary teachers. Those who die in service get no benefit therefrom and those who die soon after retirement get very little. Provident Fund is useful to those whose salaries are fairly large and who retire after a full service of 30 years; and insurance can help in all cases of premature death. A scheme which combines all these elements can obviously be the best provision for old-age and dependents.

#### (b) SECONDARY TEACHERS

The Secondary Education Commission, while reviewing the conditions of service of Secondary school teachers, had emphasised the urgency of revision of their existing scales of pay so as to conform to the present cost of living. In addition, they had recommended as a general principle that the teachers who had similar qualifications and undertook similar responsibilities should be treated on a par in the matter of salary irrespective of the type of institution in which they were working.

The implementation of these recommendations devolved primarily on the State Governments. However, in 1957-58 it was decided to grant, during the Second Plan period, Central subsidies to the States for this purpose, subject to the following conditions :

- (a) The scheme will be included by the States in the development programmes for the Second Plan by internal adjustment and within the approved ceiling; and
- (b) The scales of pay will be fixed with due regard to local conditions.

The rate of Central assistance is 50 per cent of the total cost involved in improving the scales of pay on this basis to a level regarded reasonable and fair by the State Governments. For this purpose no discrimination is made between private, local body and Government institutions. Even if a State Government cannot find the matching funds from its resources, the Central assistance will still be given and in that case the improvement will be affected to that extent only.

During 1957-58 a sum of Rs. 43,72,250 was granted to nine State Governments as Central assistance under this scheme.

2. It is hoped that the State Governments will give due consideration to this important matter in their Third Five-Year Plans.

#### (c) UNIVERSITY TEACHERS AND TEACHERS IN THE AFFILIATED COLLEGES

During the First Five-Year Plan, the University Grants Commission upgraded the salary scales of university professors and lecturers, with effect from 1st July, 1954, and met the entire amount of increased expenditure on this account. The scales were slightly modified with effect from 1st April, 1956, and the Commission agreed to meet of 80 per cent of the increased expenditure on this account and requested the universities/State Governments to meet the remaining 20 per cent. As a result, salary scales in 19 universities, where they were lower than those suggested by the Commission, were raised. The salary scales of the Central Universities have also been revised and the entire cost of doing so is met by the Commission.

2. The Commission also took action to upgrade the salaries of teachers of affiliated colleges. It decided to share 50 per cent and 75 per cent of the increased expenditure towards upgrading the salary of teachers of Men's colleges and Women's colleges, respectively, provided that the remaining 50 per cent and 25 per cent was met by the State Governments/universities/colleges.

Teachers holding Oriental degrees and titles have been treated on par with other lecturers under the scheme provided they were already on the same scale of pay as the other teachers. Directors of physical education or physical instructors in universities and colleges having postgraduate diploma were also extended the benefit of the scheme. From the Commission's scales of pay for such colleges 9,386 teachers in 386 colleges in 25 universities have benefited.



On special requests, the Commission agreed to introduce slightly different scales of pay for the teachers of certain universities and colleges. Accordingly, the Commission has approved slightly lower scales of pay for the teachers in the affiliated colleges of the Universities of Kerala, Mysore and S.N.D.T. Women's. The Commission has also prescribed special scales of pay for university teachers of Mysore, S.N.D.T. Women's, and Gauhati Universities and special scales of pay for teachers in the affiliated and constituent colleges of the Universities of Bombay and Poona.

#### PARTICIPATION OF STATE GOVERNMENTS IN THIS SCHEME

While the scheme for upgrading the salaries of university teachers under the Second Five-Year Plan is being implemented smoothly with the co-operation of the universities/State Governments, only the State Government of West Bengal is contributing the matching grant of 50 per cent and 25 per cent for upgrading the salary scales of teachers of men's and women's colleges respectively. In the case of colleges of the Kerala University, the State Government has agreed to contribute a sum of Rs. 5 Lakhs per annum towards the local contribution of increased expenditure for upgrading the salaries of college teachers. The remaining expenditure on this account is to be met by the colleges. In the Mysore University 50 per cent of the increased cost will be met equally by the State Government and the colleges. No university has agreed to share the expenditure out of its own funds. It has been found that a number of colleges would like to implement the U.G.C scales of pay but cannot do so without the assistance of the State Government. There have been instances of colleges and even of universities requesting the Commission to pay its share of the increased expenditure for upgrading the salaries without demanding an assurance of the corresponding local share being made available, so that the teachers may be benefited at least partially, but the Commission could not accept the suggestion for the simple reason that, if agreed to once, the State Governments, universities and private managements might regard themselves completely absolved from any responsibility for meeting the cost of any improvement in the emoluments of their teachers. Teachers' salaries are in reality a part of the maintenance expenditure and, in case of universities established by States, the Commission cannot legally bear any part of the expenditure except when it is incurred by way of an experiment or some temporary or *ad hoc* purpose. But private managements today find it extremely difficult to raise funds for meeting the increased cost on salaries, nor do the universities have resources through which they could assist the colleges affiliated to them. It is necessary, therefore, for the State Governments to re-examine their grant-in-aid system with a view to assisting the colleges to discharge their academic functions more effectively.

## ANNEXURE II

### **The Madras Teachers Contributory Provident Fund—Insurance—Pension Rules, 1958**

#### CHAPTER I—GENERAL

1. (i) These rules may be called the Madras Teachers' Contributory Provident Fund—Insurance—Pension Rules, 1958.

(ii) They shall be deemed to have come into force on the 1st April 1955.

Provided that in respect of items (l) to (w) in category II and all the items in categories III and IV of Rule 2 below the payment of pension shall commence only from 1st April 1958 without claim for any arrears prior to 1st April 1958.

(iii) The Madras Teachers' Contributory Provident Fund—Insurance—Pension Rules, 1955, shall be deemed to have ceased to be in operation with effect on and from the 1st April 1958.

#### 2. *Rule (2)*

These rules shall apply to the following cases of teachers employed in recognised Elementary schools, Secondary schools including post-Basic schools and Training and special schools (Nursery, Montessori, Kindergarten and pre-Basic schools), Oriental schools and schools for handicapped children and Anglo-Indian schools, run by Aided Managements, Municipal Councils, District Boards and Panchayats.

#### CATEGORY I—*Elementary Schools*

- (a) Lower Elementary Grade
- (b) Higher Elementary Grade (including Junior Basic Trained)
- (c) Secondary Grade (including Senior Basic Trained)
- (d) Collegiate Grade
- (e) Pre-Vocational Instructors
- (f) *Pandits* (appointed in the place of Secondary Grade teachers in complete Higher Elementary schools)
- (g) Music Teachers
- (h) Supervisors of Elementary schools

#### CATEGORY II—*Secondary schools including Post-Basic schools*

- (a) Elementary and Secondary Grade
- (b) *Pandits* (appointed before 1926 and who do not hold Oriental Titles)
- (c) Second Grade *Pandits*
- (d) Oriental Title-holders (*Pandits* who are placed in Grade II only)

- (e) Hindi *Pandits* (Second Grade)
  - (f) Physical Training Instructors (Second Grade)
  - (g) Drawing Masters
  - (h) Manual Training Instructors and Assistant Manual Training Instructors
  - (i) Craft Instructors
  - (j) Music teachers—Grades I and II
  - (k) Sewing and Needlework Mistresses
  - (l) Teachers in Drawing and Painting under bifurcated courses eligible for the scale of pay applicable to Secondary Grade Teachers
  - (m) Headmasters and L.T. Assistants
  - (n) Grade I *Pandits*
  - (p) Physical Directors and Physical Training Instructors (Grade I)
  - (q) Secretarial Assistants
  - (r) Commercial Instructors
  - (s) Engineering Instructors and Assistant Instructors
  - (t) Agricultural Instructors
  - (u) Domestic Science Assistants (bifurcated courses)
  - (v) Teachers in Music and Drawing (bifurcated courses)
  - (w) Teachers in Drawing and Painting under bifurcated courses possessing the qualification prescribed for those who will be eligible for the L.T. Assistant's scale of pay
- CATEGORY III—*Training and Special Schools*

- (a) Headmasters and L.T. Assistants
- (b) Grade I *Pandits*
- (c) Physical Training Instructors—Grade I
- (d) Secondary Grade Teachers
- (e) Grade II *Pandits*
- (f) Physical Training Instructors—Grade II
- (g) Drawing Masters
- (h) Music Teachers
- (i) Manual Training Instructors and Craft Instructors
- (j) Sewing and Needlework Mistresses
- (k) Elementary Grade Teachers

CATEGORY IV—*Anglo-Indian Schools*

- (a) Headmasters and B.T. Grade Assistants
- (b) High Grade Trained
- (c) Middle Grade Trained
- (d) Language *Pandits*
- (e) Specialist Teachers
- (f) Primary Grade Trained

NOTE 1 : Trained teachers who have been exempted from the operation of Teachers' Provident Fund Rules and who subscribe to private funds of the institutions accepted by the Director of Public Instruction will also be eligible for pension subject to other conditions being satisfied.

NOTE 2 : The term 'trained teacher' where it occurs in the Rules shall include a language *Pandit*, a specialist teacher such as Physical Training Instructor, Craft Instructor, Music Instructor, teacher employed under the bifurcated courses of studies, Pre-Vocational Instructor in Higher Elementary schools, who possess the qualifications prescribed for such appointment in the Madras Educational Rules or Rules relating to Elementary schools or in the code of Regulations for Anglo-Indian schools as the case may be and a teacher who has been permanently exempted by the competent authority from the possession of the prescribed qualifications.

#### CHAPTER II—CONTRIBUTORY PROVIDENT FUND

3. The Provident Fund instituted by the Government for the benefit of teachers in non-pensionable service and the provident funds instituted by district boards and municipal councils will continue to be maintained according to the rules in force, immediately before the date of coming into force of these rules.

NOTE (i) : Teachers who were in service on 1-4-55 or 1-4-58 or who entered service after 1-4-58 as the case may be, shall be required to contribute to the Teachers' Provident Fund from 1-4-55 or 1-4-58 or from the date of their appointment as the case may be if they have not already been contributing to the fund.

NOTE (ii) : Failure to contribute to the Teachers' Provident Fund shall entail forfeiture of consideration of the service put in during the period for which contribution was not made to the fund, for the purpose of pension.

4. Every teacher shall, within one complete year from the date on which he completes five years of service, insure his life, for a policy maturing at the age of 55 years, with the Postal Life Insurance or with the Life Insurance Corporation for the minimum amount as specified in the table below and keep the policy alive and unencumbered :

TABLE

S.No.	Description	Those who have not completed the age of 30 years.	Those who have completed the age of 30 years	Those who have completed the age of 35 years but not 40 years.
(1)	(2)	(3) Rs.	(4) Rs.	(5) Rs.
1.	Lower and Higher Elementary Grade teachers, Prevocational instructors. music teachers, <i>pandits</i> in aided and local body Elementary schools and Assistant Manual	500	400	300

(1)	(2)	(3)	(4)	(5)
	Training instructors in aided and local body secondary schools.			
2.	Secondary Grade including Senior Basic trained teachers and supervisors of Elementary schools in Elementary schools Secondary Grade teachers, Grade II <i>pandits</i> , Physical training instructors, Grade II Drawing masters, Manual training instructors, Craft instructors, Music teachers, Sewing and Needlework mistresses in aided and local body Secondary schools and in training and special schools, teachers in Painting and Drawing under bifurcated courses eligible for the scale of pay applicable to Secondary Grade teachers and specialist teachers and Primary Trained teachers in Anglo-Indian schools.	1,000	800	600
3.	Headmasters and L. T. assistants, Grade I <i>pandits</i> , Physical directors and Physical Training instructors (Grade I), secretarial assistants, Commercial instructors, Engineering instructors and assistant instructors, Agriculture instructors, Domestic Science assistants (bifurcated courses), teachers in Music and Drawing (bifurcated courses) and teachers in Drawing and Painting, under bifurcated courses possessing the qualification prescribed for those who will be eligible for the L.T. assistant's scale of pay in secondary schools, headmasters and L.T. assistants, Grade I <i>pandits</i> and Physical Training instructors—Grade I in training and special schools and headmasters and B.T. Grade assistants, High Grade Trained, Middle Grade Trained and Language <i>pandits</i> in Anglo-Indian schools.	2,000	1,600	1 200

*Provided* that in the case of teachers of Elementary schools (including supervisors of Elementary schools) and teachers coming under items (a) to (k) in Rule 2, a teacher who has already completed five years of service on the 1st April, 1955 shall insure his life within a period of two years from the 1st April, 1955 and in the case of teachers coming under items (l) to (w) in that category and teachers in training and special schools and in Anglo-Indian schools in Categories III and IV in Rule 2, a teacher who has completed five years of service on 1st April 1958 shall insure his life within a period of two years from the 1st April 1958.

*Provided* further that if a teacher (including a supervisor of Elementary schools) has already taken out an insurance policy for the minimum amount specified above and if it is unencumbered, he need not take out a fresh policy under this rule.

5. When a teacher included in Item I of the Table in Rule 4, is appointed to a post included in Item 2 thereof, he shall, within six months of such appointment, effect additional insurance, so as to bring his total insurance to cover the minimum appropriate to his new category. Similarly when a teacher belonging to the said Item 2 is appointed to a post included in Item 3 thereof he shall, within six months of

such appointment, effect additional insurance so as to bring his total insurance to cover the minimum appropriate to his new category. No such additional insurance need, however, be effected in cases where in the opinion of the District Educational Officer (or the Inspectress) the teacher's chances of holding the post in the higher category are not such as to enable him to finance the policy for the higher amount.

NOTE : Rules 4 and 5 shall not apply to a teacher who is wholly rejected for insurance as a 'bad life' or who has completed the age of 40 years, or to teachers belonging to the religious orders who have been exempted from subscribing to the provident fund for teachers.

6. A teacher who fails to comply with the provision of Rules 4 and 5 shall forfeit all his service prior to the date of insurance for purposes of pension.

7. A subscriber may, at his option, withdraw annually from the portion of the accumulations in his provident fund representing his own subscription including interest thereon, the amount required for payment of life insurance premia. The Government will not make any payments on behalf of subscribers to the Insurance Corporation or to the Postal Life Insurance direct nor take steps to keep a policy alive. The insurance policies shall be produced once a year for inspection by the Inspecting Officers of the Education Department.

*Provided* that in respect of teachers employed by district boards and municipalities, the procedure prescribed in Rule 10 of the Rules for the working of the provident fund maintained by the district boards and municipalities may be followed and the policy assigned in favour of the executive authority or such person as the district board or municipality may from time to time appoint for this purpose. It shall be sufficient in these cases if a certificate issued by the district board or municipality in favour of the teachers to the effect that they have taken out a policy and it is kept alive, is produced at the time of inspection by the inspecting officers of the Education Department.

8. A policy taken under these rules may be assigned to any member of the subscriber's family but not to anyone else as a gift or for value received.

NOTE : For the purpose of this rule the term 'family' shall have the same meaning as in Rule 4(1)(iii) of the Madras Contributory Provident Fund Pension Insurance Rules, 1950.

### CHAPTER III—PENSION AND GRATUITY

9. The age of compulsory retirement shall be 60 years in the case of trained teachers in aided Elementary schools and Anglo-Indian schools and 55 years in the case of trained teachers employed under local bodies, aided Secondary schools, aided Training and Special schools. In the case of trained teachers under aided Elementary schools who are retired at the age of 55 years in accordance with the rules framed by those managements, the age of compulsory retirement shall be 55 years.

*Provided* further that a trained teacher who, having attained the age of compulsory retirement as defined above prior to 1-4-55 was actually in service in the same or in any other school on 1-4-55 shall be eligible for pension subject to the condition that service put in by him beyond the date on which he attained the age of 60 will not be reckoned for purpose of pension.

*Provided* that nothing in this rule shall preclude the retention in service of any person who has completed the age of 55 years or 60 years as the case may be in accordance with the rules and orders in the matter; but such retention shall, of the purpose of these rules, be treated as re-employment after retirement, and during such period of re-employment, he shall not be entitled to any pension.

NOTE : The authority competent to sanction pension should specify clearly in the pension applications of teachers who retired from aided schools the age of compulsory retirement adopted by the schools.

10. (a) In computing the length of service for calculation of pension and gratuity, temporary, officiating and permanent service shall be reckoned as qualifying service.

(b) If there are breaks in service on account of any reason, such breaks shall not have the effect of forfeiting the past service provided the teacher had been discharged or retired as per rules and orders.

(c) Leave without pay, suspension allowed to stand as a specific penalty, overstayal of joining time or leave not subsequently regularized and periods of breaks shall not be reckoned as qualifying service.

(d) In computing the qualifying service, service under all managements, viz., Government, local bodies and aided, shall be taken into account.

11. Leave with allowances (except casual leave and vacation which are treated as duty) shall be allowed to count as qualifying service to the extent provided under Article 408 of the Civil Service Regulations.

12. (a) A teacher shall be eligible for payment of pension or gratuity, as the case may be

- (i) on retirement by reason of his attaining the age of superannuation under rule 9, or on voluntary retirement after completing a qualifying service of 30 years, or
- (ii) on discharge due to the abolition of the post, or
- (iii) on discharge due to invalidation on medical grounds, or
- (iv) on retirement on the date of commencement of the school year just preceding his completion of 55 years or 60 years as the case may be, in order to avoid dislocation in the middle of the school-year.

NOTE : The rules regarding medical certificates in the Civil Service Regulations shall be followed in the case of invalidation on medical grounds.

(b) A teacher shall be eligible for pension if he has rendered a total qualifying service of 10 years or more and discharged or retired as per rules and orders. In the case of teachers of Elementary schools coming under Category I of Rule 2 and those coming under items (a) to (i) of Category II of the said rule in Secondary schools; items (d) to (k) of Category III of the said rule in training and special schools and items (e) and (f) in category IV of the above rule in Anglo-Indian schools the pension for each such completed year of service shall be calculated at 1/120th of the average emoluments drawn during the last three years of his service subject to a maximum of 30/120th of his average emoluments. In the case of teachers coming under items (m) to (w) of the said Category II in Secondary schools, items (a) to (c) of the said Category III in training and special schools and items (a) to (d) of the said Category IV in Anglo-Indian schools, pension shall be paid at the rate of Rs. 30 per mensem for thirty years of qualifying service. A special additional pension of Re. 1 for each year of active service as headmaster subject to a maximum of Rs. 5 may be given to headmasters of High schools, Secondary Training schools, Nursery and Pre-Basic Training schools, Oriental High schools and of Anglo-Indian High schools, who retire as headmasters. If the total period of qualifying service is less than thirty years but not less than ten years proportionate pension may be given.

(c) On retirement, or discharge as per rules and orders, if the qualifying service falls short of 10 years but not less than 5 years, a gratuity equal to one half of a month's emoluments for each completed year of service shall be paid to teachers in Elementary schools in the said Category I and teachers coming under items (a) to (l) of Category II in Secondary schools, items (d) to (k) of Category III in training and special schools and items (e) and (f) of Category IV in Anglo-Indian schools, referred to in Rule 2. No gratuity shall be admissible to a teacher who has put in a qualifying service of less than 5 years.

NOTE 1 : The terms 'emoluments' and 'average emoluments' shall refer to the actual pay drawn, including special pay and temporary or officiating pay, but excluding all allowances, which are in the nature of compensatory allowances. Where, however, the actual pay drawn is in excess of the maximum of the Government scale of pay the maximum of the Government scale of pay should be taken into account. If the increments allowed by the management are more favourable than those prescribed in Government scales of pay, the rates of pay actually drawn, so long as they are within the maximum of the scale of pay prescribed by Government shall be taken into account.

NOTE 2 : For the purpose of calculation of average emoluments during a period of leave, suspension, etc., the provision in Articles 486 and 487 of the Civil Service Regulations shall *mutatis mutandis* apply in the case of those coming under these rules.



NOTE 3 : Service as headmaster should be continuous for the period for which the special additional pension is claimed. Leave periods, other than leave without pay, if any, taken during service as headmaster shall count for special additional pension provided that a certificate is furnished by the sanctioning authority to the effect that he would have continued to serve as headmaster but for his going on leave.

NOTE 4 : The duty allowance given to headmasters in all Elementary schools may be taken into consideration for purposes of calculation of pension, provided that in the case of headmasters in aided Elementary schools who are paid duty allowance in excess of the rates applicable to headmasters in local body schools only the portion of the duty allowance equal to that sanctioned to headmaster in Elementary schools under local bodies shall be taken into account for purposes of pension."

13. The service put in by a teacher before he has completed 20 years of age, shall not qualify for pension or gratuity.

14. War service or military service rendered by a teacher shall also count as service qualifying for pension, to the extent provided in Articles 356, 357-A and 357-C, Civil Service Regulations, and the liability on that account shall also be borne by the Government.

15. The authority competent to sanction the pension or gratuity of a teacher may, at his discretion, condone a deficiency up to a maximum period of twelve months in the qualifying service if the qualifying service exceeds nine years but falls short of ten years in the case of grant of pension and exceeds four years but falls short of five years in the case of grant of gratuity.

16. The pension shall be subject to such reduction as may be found necessary for unsatisfactory work and conduct during the period of service of a teacher.

17. The pension found admissible may be sanctioned by the District Educational Officer, the Inspectress of Girls Schools or the Inspector of Anglo-Indian Schools as the case may be in respect of trained teachers employed in their respective jurisdiction after necessary check. On receipt of sanction, together with the connected documents in his office the Accountant-General shall after due verification and check, issue the pension payment order to the person concerned. In case of delay, the payment of an anticipatory pension may be authorised by the Accountant General. Cases requiring the grant of any concessions not contemplated in these rules shall be submitted to Government for their orders.

18. There shall be no commutation of pension sanctioned under these rules.

19. The scheme of compassionate gratuity shall not be applicable to teachers.

20. Any temporary increase in pension shall not be admissible to teachers.

## APPENDIX C

### Memorandum

on

#### *Item No. 3: Propagation of Hindi*

In the light of Article 351 of the Constitution, the spread of Hindi language has to be promoted and the Government of India have accordingly initiated and implemented various schemes for the propagation and development of Hindi.

2. The programmes for the propagation of Hindi in the non-Hindi speaking areas could only be implemented with the co-operation of the State Governments concerned. The matter was, therefore, placed before the State Education Ministers' Conference held in August, 1954. The Conference took a decision that the State Governments concerned were primarily responsible for the spread of Hindi in their areas and they were free to get the work done in any manner and through any agency they considered best. In accordance with this decision, grants on a sharing basis, for propagation of Hindi in non-Hindi speaking areas, are being given to the Governments of the non-Hindi speaking States. Grants are also being given to voluntary Hindi organisations of all-India character for propagation and development of Hindi and also to other organisations on the recommendations of the State Governments concerned.

3. The Government of India have also launched directly various other schemes to be implemented with the co-operation of the State Governments. Some of these schemes are mentioned below :—

- (i) *Scheme for supply of selected books for free gifts to the libraries of schools in non-Hindi Speaking areas*

During the years 1958-59 and 1959-60, selected books worth approximately Rs. 3.40 lakhs were supplied free to various non-Hindi speaking States for distribution to the school libraries.

- (ii) *Scheme for appointment of Hindi teachers in High/Higher Secondary schools in non-Hindi speaking areas*

To ensure that adequate arrangements for teaching Hindi exist in all the High/Higher Secondary schools of non-Hindi speaking areas, grants on matching basis are being paid for appointment of Hindi teachers in those schools. During the last four years of the Second Five-Year Plan, grants amounting to Rs. 10.84 lakhs have been paid under the scheme.

- (iii) *Hindi Teachers' Training Colleges*

To meet the paucity of well-trained Hindi teachers, Government of India have decided to pay grants on a 100 per cent basis for the establishment of Hindi Teacher Training colleges in non-Hindi

speaking States, where there is need for such a college. Some of the State Governments are taking advantage of this scheme. A sum of Rs. 15,020 was paid to the Government of Andhra Pradesh during 1959-60 for strengthening the facilities for the training of the Hindi teachers in the State. The State Governments of Assam, Kerala, Mysore, Maharashtra and Madras have also expressed their willingness to take advantage of this scheme and the matter is under correspondence with them. Tripura Administration is also setting up one such college. Expenditure sanction for Rs. 1,66,800 has already been accorded.

(iv) *Scheme for translation and preparation of standard books from foreign languages into Hindi*

As a preparatory step towards introduction of Hindi and regional languages as medium of instruction of higher education, the Ministry of Education have prepared a project of translation and preparation of standard books in humanities, sciences and technology for immediate implementation. The main objectives of this scheme are :

Translation of standard books into Hindi on the lines indicated by the Committee of Parliament on Official Language. The Committee's recommendations are that "where efficient voluntary organisations already exist, they may be aided financially, and in other ways. and where such agencies do not exist, the Government may set up the necessary organisations themselves". It will be appreciated in this connection, that such steps could only be taken after a survey has been made of the existing facilities available in the various States. For this purpose, the State Governments have already been addressed to make a survey in their own areas and to inform the Government of India accordingly. The relevant paragraph of the letter addressed to State Governments is reproduced below :

"I am to request that the State Government may kindly make a survey of the existing arrangements for the propagation of Hindi in their respective States and consider whether the existing arrangements are adequate and if not, what other facilities are necessary in this direction. It may also be examined whether some important Hindi organisations of an all-India character like the Rashtra Bhasha Prachar Samiti, Wardha, the Dakshin Bharat Hindi Prachar Sabha, Madras, etc., are running their branches in the State, and if not, whether it will be helpful to have their co-operation in the matter to fulfil the obligations of the Presidential Order."

The State Education Ministers are requested kindly to have the survey made at an early date.

4. The main recommendations of the Official Language Commission which the Parliamentary Commission on Official Language has accepted are : (i) in preparing terminology, clarity, precision and simplicity should be primarily aimed at; (ii) international terminology may be adopted or adapted in suitable cases; (iii) the maximum possible identity should be aimed at in evolving terminology for all Indian

languages; and (iv) suitable arrangements should be made for co-ordinating the efforts made at the Centre and in the States for evolving terminology in Hindi and other Indian languages.

The Committee envisages further that in the field of science and technology, there should, as far as possible, be uniformity in all Indian languages and the terminology should approximate closely to English or international terms and has suggested that a Standing Commission consisting chiefly of scientists and technologists may be constituted to co-ordinate and supervise the work done by various agencies in this field and to issue authoritative glossaries for use in all Indian languages. The Government of India have accordingly decided to set up a Standing Commission for Scientific and Technical Terminology in pursuance of the Directive contained in the Presidential Order dated the 27th April 1960. The functions of the Commission will include :

- (a) Review of the work done so far in the field of scientific and technical terminology in the light of the principles laid down in paragraph 3 of the Presidential Order.
- (b) Formulation of principles relating to co-ordination and evolution of scientific and technical terminology in Hindi and other languages.
- (c) Co-ordination of the work done by different agencies in the States in the field of scientific and technical terminology, with the consent or at the instance of the State Governments concerned, and approval of glossaries for use in Hindi and other Indian languages as may be submitted to it by the concerned agencies.
- (d) The Commission may also take up the preparation of standard scientific textbooks using the new terminology evolved or approved by it, preparation of scientific and technical dictionaries and translation into Indian languages of scientific books in foreign languages.

For terminological work pertaining to fields other than science and technology, it is proposed to establish a Review and Coordination Committee consisting of eminent scholars in the field.

## APPENDIX D

### Memorandum

#### on

#### *Item No. 4: Stimulation of national consciousness among students*

The appearance of several fissiparous tendencies in our national life has caused us deep concern since Independence. It is obvious that these must be combated if we are to survive as a nation. Therefore, to develop a strong national consciousness among the country's youth through overt acts and explicit means has become our immediate duty.

II. Some of the steps taken by the Government of India in recent years to stimulate national consciousness among our students are :—

- (a) Bringing together selected Secondary school students from different States into national camps
- (b) Arranging youth festivals
- (c) Preparing and distributing to schools brochures on various regions of India
- (d) Giving grants for students' tours, youth hostels, scouting and guiding, inter-State and national sports festivals, etc.

III. It is, however, felt that much more needs to be done in the matter and the following programme is proposed for consideration :

#### *1. Singing of National Songs in Different Languages*

Besides "Jana Gana Mana" and "Bande Mataram" which are known and sung all over the country, each region has its own patriotic songs. Many of these songs may be in praise of local heroes but there will undoubtedly be songs in each regional language in which India as a whole is visualised and glorified. Such songs may be sung at (a) school assemblies at the time of national festivals; (b) group rallies of scouts and guides; and (c) sports meets, etc.

#### *2. Use of Audio-Visual Material in Schools*

(a) Calendars, wall charts, maps, etc., highlighting the role of various States in the development of the nation may be used.

(b) Children may be helped to make a topographical map of the country within the school premises.

(c) Different classes in schools may be encouraged to take up educational projects pertaining to specific States or regions in the country.

(d) Documentary films depicting the synthesis of Indian culture may be produced, specially for school children.

(e) The various Stations of All India Radio may include in their school broadcasts special programmes intended to inculcate national consciousness among school children.

### 3. *Production and Use of Suitable Literature*

(a) Simple reading material on the national movement and the role played in it by the leaders from the different States of India may be produced and circulated to school libraries all over India.

(b) Social studies and language textbooks should include graded lessons, depicting various aspects of the life and achievements of people in different parts of the country.

(c) The best books in different Indian languages should be made available to the people of other language groups. This work, however, is being done by the Sahitya Akademi and, when completed, it will enable us to know our culture better.

(d) A history of India, with special emphasis on the cultural unity of the country, may be brought out.

(e) Prizes may be instituted for writers of books on the contribution made by leaders in different States to national culture.

### 4. *Inter-State Essay Competitions and Sports*

Organisation of Inter-State essay competitions and sports meets and institution of prizes therefor.

### 5. *Students' Clubs*

(a) Every school should have a students' club. These clubs should organise elocution competitions on subjects which bring out the unity of India.

(b) Residential/non-residential schools may be divided into houses/groups and these may be named after the leading personalities of the country, preferably belonging to regions other than those where the schools are located. Each house/group may be given encouragement to live up to the traditions laid down by the person after whom it has been named.

### 6. *Celebration of Birthdays of Heroes*

(a) Elementary schools should celebrate the birthday of at least one or two national heroes from the other States during the course of the academic year. The celebration may be in the form of displaying the hero's picture, a short life story or the screening of a film depicting the life of the hero. Small stage plays may also be arranged. In Middle schools a talk on the life and contribution of the hero could be held, followed by some audio-visual exhibits. In Secondary schools, the talk could be followed by an essay competition on the hero.

### 7. *Tour Programmes*

Opportunities may be provided for children to travel in different parts of the country. A beginning could perhaps be made by travel in their respective States. This could be followed subsequently by regional and national tours of selected students.

### 8. *Sisterhood Programmes between Educational Institutions*

Educational institutions may be encouraged to have "sisterhood programmes" among themselves. For instance, an institution in the North may have this programme with one in the West. This programme may consist of a visit by some selected students of one institution to the other and *vice versa* during which they may have debates/discussions, common cultural programmes, sight-seeing, etc. The visiting institution will be treated as a guest by the institution visited.

### 9. *Pen Friends*

Steps may be taken to encourage penfriendships among students of different States.

10. At the Secondary stage, the following special studies may be organised :

- (a) Study of problems in which India as a whole is involved
- (b) Study of the State's problems in the perspective of the national set-up
- (c) Projects on all-India service, such as the railways that link the country together

11. Apart from the concrete suggestions outlined above which are by no means exhaustive, effective use can be made on a long-term basis of the construction of curriculum at all levels, teacher training programmes and production of suitable textbooks. The contribution of education to the promotion of national unity must be a conscious and important motive in the formulation of educational programme.

## APPENDIX E

### Memorandum

on

#### *Item No. 5: Education of Girls and Women in the Third Plan*

The education of girls and women has been receiving careful consideration of Government in the recent past.

2. The Education Panel of the Planning Commission at its Poona Meeting held in July, 1957, had recommended the appointment of a small committee to go into the whole question of women's education. This recommendation was later on endorsed in the State Education Ministers' Conference held in September, 1957. As a result, the National Committee on Women's Education was appointed by the Ministry of Education in May, 1958. This Committee examined the entire problem of the education of girls and women and submitted its report in January, 1959. It has recommended that the education of girls and women be regarded as a special problem in education for some years to come; that a bold and determined effort should be made to face its difficulties and magnitude; and that the existing wide gap between the education of girls and boys should be closed in as short a time as possible. It has further recommended that a very high priority should be given to schemes prepared from this point of view, that adequate funds should be provided by Government for this purpose and that a special machinery be created for implementing these schemes.

3. Government have considered these policy recommendations in the light of the likely achievement in this sector by the end of the Second Plan and it has been decided to take up a special programme for promoting girls' education in the Third Plan.

4. The main features of this programme are briefly indicated below:

#### *(a) Targets for Third Plan*

Considering the leeway that has to be covered before universal enrolment for girls is achieved, it is proposed that an enrolment of at least 50 per cent of girls of 6-11 age group should be ensured in the States of Jammu and Kashmir, Uttar Pradesh, Bihar, Orissa, Madhya Pradesh and Rajasthan and 90 per cent in the remaining States/Administrations. *For the Middle stage* the proposal is to increase the enrolment of girls to at least half that of boys. For this the Ministry has proposed a minimum enrolment of 12.5 per cent of girls in the States of Jammu and Kashmir, Uttar Pradesh, Bihar, Orissa, Madhya Pradesh and Rajasthan and a minimum of 25 per cent of girls in the remaining States/Administrations as against over-all national target of 30 per cent suggested by the Planning Commission. For the Secondary stage the



proposal is to *increase the enrolment of girls to at least one third that of boys*. For this the Ministry has suggested a *minimum* enrolment of 5 per cent of girls in this age-group in the States of Jammu & Kashmir, Uttar Pradesh, Bihar, Orissa, Madhya Pradesh and Rajasthan and a *minimum* of 10 per cent in the remaining States/Administrations as against the 15 per cent over-all target laid down by the Planning Commission.

(b) *Difficulties to be Overcome*

To achieve even these targets, it will be necessary to take adequate steps to meet the difficulties that stand in the way of the expansion of girls' education.

(i) *Socio-Economic Conditions* : In a majority of homes, poverty and conservatism prevail; girls are largely occupied in domestic chores, partly to relieve the parents and partly to add to the family income. Added to this, is the difficulty of providing suitable clothing and other requirements necessary for schooling and, when funds available for the purpose are limited, preference is naturally given to the education of boys. Parents are reluctant to send girls to school and show apathy and lack of interest in their education.

(ii) *Lack of Sufficient Women Teachers* : There is a dearth (everywhere, barring one or two States) of women teachers in schools at all levels and more so in rural areas where they are most needed. Teachers belonging to urban areas are unwilling to go into rural areas. As most schools, particularly the Primary schools, and the Middle and Secondary schools in the rural areas, are co-educational, parents feel diffident to send girls to schools where there are no women teachers on the staff.

(iii) *Lack of Proper School Facilities* : Schools are situated at inconvenient distances—a situation which affects the enrolment of girls adversely. The number of separate schools for girls is limited and sufficient accommodation for girls is not ordinarily available even in co-educational schools.

(iv) *Defective Curricula* : In co-educational schools, subjects suitable for girls, and of use and interest to them, are generally not taught.

(v) *Absence of Hostels* : The existence of hostels in girls schools at the Middle and Secondary stages would help to some extent. But such facilities are also lacking.

(c) *General and Special Measures*

The general programme comprises all measures for developing education in the normal way beneficial to both boys and girls. It would include the cost on account of both men and women teachers, teacher training school buildings, equipment and contingencies of Primary schools and other recurring expenditure such as cost of inspection, direction and administration and inducements common to boys and

girls alike. In the preparation of details of this programme, however, States/Administrations have been requested to take into account the needs of girls, keeping in view the targets proposed to be achieved. In the opening of schools/classes in the general programme, for instance, those intended for girls should be specifically indicated. In training of teachers, the number of women teachers to be trained should be determined etc.

The special programme will include only such schemes as are meant to overcome the difficulties that stand in the way of the education of girls and to remove the various disabilities from which they suffer. They will be applicable primarily to these areas or States where the enrolment position is most unsatisfactory.

#### (d) *Funds and Location of the Special Programme*

There will, therefore, have to be specific allocation for this special programme in the Third Five-Year Plan and it has to be ensured that the resources allocated for the special programme for Women's education are not deviated for any other purpose.

#### (e) *Suitable Machinery*

The success of this programme is not merely a question of providing a special allocation. Expenditure of money without the resolute consistent and continuous execution of policy will do little or nothing. A suitable machinery should be there to formulate policies and programmes and to deal with them expeditiously. It is with this object in view that the Ministry of Education have appointed the National Council for Women's Education to advise the Government on policies, programmes and priorities for the expansion and improvement of girls' education, to assess the progress achieved from time to time and to suggest measures for evaluation of work and watching progress of implementation.

A unit has also been established in the Ministry to deal with the issues arising out of the programmes formulated for promoting women's education and to expedite action in the light of Government decisions.

The Ministry has suggested similar machinery in the States also. In view of the importance of associating non-official agencies and opinion with this work, the Ministry of Education had requested the States/Administrations to set up State Councils for Women's Education on the lines of the National Council set up at the Centre and to appoint women Deputy/Joint Directors to be put in charge of the education of girls. Most States/Administrations have accordingly set up or decided to set up such Councils and have also made such appointments.

The Ministry of Education attaches much importance to the functions of the State Councils for Women's Education, and hope that the Councils will be provided only opportunities to advise the State Government on suitable measures for increasing the enrolment of girls under the special programme, the areas within the States where they

are most needed and the training programmes for women to meet the women personnel requirements in various fields during the Third Plan period.

5. With the provision of better school facilities for expanding girls' education, together with adequate measures for overcoming their special difficulties and the creation of a strong public opinion in favour of women's education, it should be possible to achieve the desired results in the course of the Third Plan.

## APPENDIX F

### Memorandum

on

#### *Item No. 6: Policy regarding admissions to the Universities*

The question of limiting the number of students in universities and institutions of higher education has been engaging the attention of various authorities for some time. A suggestion was made that there should be selective admissions to the universities in order to prevent lowering of standards, overcrowding, wastage on account of failures and students' unrest and lack of employment opportunities for graduates. This was discussed at the last Conference of State Education Ministers held on 8th and 9th August 1959. It was pointed out that the standard of university education was deteriorating at a very alarming rate because the universities and colleges could not resist the pressure of "invading numbers" and that unless something was done to check this "tide" it would be impossible to improve standards or even to curtail further deterioration. The U.G.C. was, therefore, anxious that immediate steps be taken to restrict admissions to universities. As several States were not in favour of immediate acceptance of the U.G.C.'s recommendation, the Conference decided upon re-consideration of the whole question after a further study of the situation. The most important consideration that was urged in favour of a re-examination of the matter was that the approach exemplified in the memorandum prepared by the Ministry of Education was of a negative character. The large number of unsuitable students who went for higher education did so because there were neither any vocational nor any other educational opportunities open to them. It was, therefore no use thinking in terms of restricting numbers so long as alternative avenues of employment and technical training were not made available.

It seems that the Government of India and the U.G.C. are both keen on limiting the admissions to universities and institutions of higher education by weeding out unsuitable students from the aspirants for university education. In the note prepared by the Ministry of Education for the last Conference of State Education Ministers it was suggested that there should be selective admissions to the universities on the basis of objective admission tests. These tests should measure the following aspects of candidates' qualifications :—

- (a) His content of knowledge in appropriate subjects;
- (b) His ability to search and compile relevant information from books;
- (c) His capacity to organise his knowledge and convey his ideas in speech and writing; and
- (d) His skill in manual and technical work.

Till such time as these objective tests are devised, admission should be on the basis of results of qualifying examinations. It was pointed out by the Government that as the number of students seeking admission to the universities is increasing at a rate which cannot keep pace with the new institutions coming up, a certain percentage of students automatically does not get admission to the universities. Such students are mostly those who have secured a low percentage of marks in the S.S.C. or entrance examinations. To that extent less able students are automatically excluded from joining universities. Admissions to Government as well as non-Government colleges in this State are regulated on the basis of merit, as adjudged by the percentage of marks obtained at the S.S.C. or equivalent examination. In Government colleges, Backward Class students are not subject to this condition. From the reports appearing in the Press, it appears that the Government of India is contemplating laying down a minimum percentage of marks at the S.S.C. or equivalent examinations for regulating admissions to the universities. Should such a step be taken at this stage, a large majority of students from rural areas would be hard hit. Students from rural areas suffer on account of their poverty in completing their education even at the Secondary stage and these difficulties dog their footsteps as they proceed further. The rural schools in which they are educated cannot at all be compared with the well-established schools in the urban areas. The S.S.C. Examination results usually show that the top honours go to the urban areas. There is, however, no dearth of natural intelligence even in the rural areas but the children in rural schools are generally handicapped due to such factors as the poorer quality of teaching, the want of proper equipment and the general lack of experience of the head of the school common in rural areas. This situation will improve in course of time but at the moment students coming from rural areas suffer for reasons beyond their control and even now experience great difficulty in securing admission to science course with a view to joining later on courses in engineering, medicine, etc. The requirement of a definite and higher percentage of marks for admission to the universities would mean placing yet another and greater hurdle in the path of the students from rural areas who desire to go up for university education. It is understood that even the University Grants Commission has expressed a view that qualitative condition should not be insisted upon in the case of students coming up from rural areas.

2. The directive principles of State policy require that States shall take special care of the educational and economic interests of the weaker people and in particular of the Scheduled Castes and Scheduled Tribes; shall protect them from social injustice and all forms of exploitation. The Constitution of India pledged to secure equality of status and of opportunity for its citizens and to promote among them fraternity and ensure dignity of the individual. In the background of this solemn declaration by the Constitution of the sovereign democratic Republic of India the idea of imposing selective admissions to the universities and placing limitations on the numbers in institutions of higher education cannot but be described as nothing less than the

deprivation of the fundamental rights sacredly guaranteed to the citizens of India by the Constitution. The common man has achieved his aim of Independence after a very long struggle and the rays of education must reach him. He is very hungry of it and it would, therefore, be very crude to deny him the right of education.

3. Whatever may be the reasons that might have prompted the authorities that be, to initiate a plea for the restriction of admissions to the universities, it must be stated that the steps proposed to be taken would not only be unjust but would impose severe hardships on the children of the educationally backward and economically poor people of this country especially staying in rural and far-off places. The direct result of such steps would be to cripple, at the very outset, the awakening that has been created in the masses for the advancement of education. Considering the fact that 80 per cent of the people of this country are uneducated and illiterate and economically backward, to talk of limiting admissions to the universities is something which cannot be understood, if the objective is to expand the education and to make it available to all those who desire to have it. In fact, as stated earlier, the directive principles of the Constitution require that special care of the weaker sections of the society should be taken by the State. Instead of doing that, what is proposed to be done in the name of progressive measure is to close the doors of the university, and thereby of higher education to the general masses. It is true that much devoted service has been rendered to the cause of education both by bodies and by individuals, but in a country where both apathy and inertia have reigned so long in the educational domain and where poverty has been the accepted excuse for leaving undone what is required to be done, a prodigious effort will be needed on the part of the State to face financial implications which such measure will involve. The post-independent India is expected to meet the needs of education, but it is regretted that at the crucial moment when responsibility has actually sprung up, it is at that very moment that the authorities are trying to abdicate that responsibility in the name and under the excuse of wastage in education.

4. There is yet another reason of far-reaching implications to oppose the insistence of selective admissions, namely, that if admissions are restricted on the percentage of marks obtained at the S.S.C. Examination or the entrance examination, the doors of higher education will remain closed for ever to students from the rural areas particularly. Education is a universal right and not a class privilege. In a democratic welfare state, wedded to the socialistic pattern, we cannot let our potential human resources go undiscovered and undeveloped. Putting restrictions on admissions would lead to creating a class of people with higher education and people with just a Secondary education. This move may also lead to the perpetuation of an intellectual aristocracy in a setting of economic and class disparity. This will create divisions in the citizens of India analogous to the caste system bringing in its trail in the long run the same evil effects from which caste system suffered much, which ultimately had to be discarded by a great social effort. This will also create a class of persons owing to themselves

a complex which can be termed as superior and if that is to be the result, then the dignity pledged in the Constitution to every citizen in this country would stand negated. It is an accepted fact that means available to poverty-stricken people in economically backward country—the only and the surest means to break away from the stagnation and environment of poverty is education. It is a matter of common knowledge that students who obtained mere pass at the S.S.C. examination or at the Intermediate examination have secured second class at the B.A. or M.A. examination.

5. One of the urgent needs of the modern times is to bring the people of this country within the sphere of university influence. We should remember this purpose of the university to look after the masses and geniuses will look after themselves. The university if it is restricted to the care of geniuses only, this purpose of the university can be considered to have been partly fulfilled. In a country wedded to the principles of the parliamentary democracy and socialistic pattern, concept of individual equality is an article of faith. There is no reason why discrimination should be made between individual and individual at a particular stage of his life. The denial of university education to the average individual would ultimately result in creating a society of frustrating aspirations of the youth of this country, in the prime of their life and would keep them stunted throughout their later life against their will for no fault of theirs. The social effect of this will be too colossal than the wastage felt by the University Grants Commission or the Central Ministry of Education, and will have serious repercussions in as much as the move that the Central Government have in view will be definitely interpreted as one to check the growth of education in the common people. Wastage in education would not be far greater than the wastage that will be caused by denying entrance to institutes of higher education. One of the arguments that is advanced is that those who do not secure suitable jobs after education get frustrated and then engage in undesirable activities and that their training and talent are lost to the nation. If this is the reason for placing limitations on admissions, then the blame must lie at the doors of the authorities that be, rather than on the persons expecting to be placed in suitable jobs. If there is a large number of uneducated people, it is due to the fact that no simultaneous provision has been made to divert the students with aptitude for the technical and vocational courses. If Government makes provision for education in other fields—as it is making at present—the persons who are alleged to be not fit for university education will by themselves not walk that way. To-day the only means to strive for one's economic progress is education. The move on the part of the Central Government as well as on the part of the University Grants Commission appears ill-timed, for there is a growing consciousness among the people to clothe their children with education which economic circumstances and a foreign rule so far denied to them. It is at that very particular moment that admissions to higher education are denied and that is the actual time when they would come to knock at the

doors of the university for education. The disappointment that will result by such denial will create problems of far greater magnitude than the problems of wastage of education.

6. In the context of the present situation, putting restrictions on admissions to university education would be both inequitable and untimely. There is no dearth of natural intelligence in rural areas. The proper course would seem to provide adequate facilities in technical and vocational courses and other institutions of similar higher learning. Until this is done the present system should be retained and restrictions on admissions to university education should not be insisted on.



## “APPENDIX G”

### Memorandum

on

#### *Item No. 7:—Grant-in-aid to Affiliated Colleges*

The question of framing suitable rules for giving assistance to private colleges arises only in those areas where such colleges exist. The Administrations of Laccadive, Minicoy and Admindive Islands, Manipur, A. & N. Islands and North East Frontier Agency have not framed any rules, there being no college at present in their areas. No regular grant-in-aid code has been framed by the Governments of Himachal Pradesh, Bihar, Kerala and Tripura for making payments of grants to private colleges in their areas, but some assistance is being given to the colleges in their areas on an *ad hoc* basis, treating each case on its individual merits. So far as Kerala is concerned, those colleges which were formerly in Madras, are still being governed by the Madras Education Department rules whereas, for all other colleges of the former Travancore-Cochin State, there is no uniform code for grant-in-aid purposes. The grant-in-aid codes of twelve States have been analysed below under different heads such as (i) general policy, (ii) maintenance grants or recurring grants which are normally paid every year to private colleges and (iii) non-recurring grants which may be paid for purposes of constructing or purchasing land, for hostels or college buildings, and also for the purchase of equipment and books etc.

#### **General Policy**

So far as the general policy followed by the different State Governments is concerned, it may be mentioned that there is no fixed code or rule laid down in any uniform way by all these governments; for example, some State Governments, such as Punjab and Bombay, have clearly stated that no grants will be paid to colleges that do not have any deficit; colleges having a surplus of income over expenditure to the extent of one lakh or over are ineligible for receiving any aid under the existing policy in Bombay State; whereas, in the Punjab, colleges having no deficit are not eligible for any grant. This clause has not been clearly indicated by other State Governments, though it should be mentioned that the Government of Assam has also stipulated a similar code which runs as follows : “Grant-in-aid is paid to cover deficit, that is, the difference between the approved income and approved expenditure”; the former Saurashtra Government now merged with the Government of Gujarat had also a similar code, whereby institutions with more income than expenditure were excluded from the list of colleges for State aid. Another matter of general policy for giving assistance to aided colleges is the fact that the State Governments usually lay down

a number of rules and regulations for being followed by all private colleges which receive Government aid. These rules pertain primarily to (i) the minimum staff salaries that should be given by any college, (ii) the percentage of income that is to be reserved for scholarships, free studentships, etc., (iii) the minimum area per student in the hostel and the classroom, (iv) the minimum amount that is to be spent by the colleges for library books and equipment, (v) the constitution of the governing body, and so on.

Before taking up a detailed analysis of the information under the heads' maintenance grants, building grants etc., it should be stated that there is no uniform policy in these matters at present. For example, the amount of maintenance grant that is allowed for any private college differs from State to State; while maintenance grants for covering the complete deficit is granted in one or two States, a fairly good number of State Governments allow only half the maintenance expenditure, *i.e.* allow only half (or one-third) of the net deficit as maintenance grant. Similarly, in the case of building grants there is a wide variation. While certain State Governments grant only 25 per cent of the net cost of building, certain other States allow two thirds of total cost. A detailed analysis is as follows :

### **Maintenance grants**

Complete deficit, *i.e.* difference between approved income and expenditure, is covered by the (i) Madhya Bharat region of the M.P. Government, (ii) Jammu and Kashmir Government (iii) the former Saurashtra Government and (iv) the Government of Assam. Two thirds of the approved net cost is allowed as maintenance grant by Madras, Andhra and Orissa Governments. Half the recurring expenditure is allowed as maintenance grants by Madras, Mysore and the Hyderabad Sector of Bombay Government. The Government of Bombay has stated that recurring expenditure is allowed at the rate of 10 per cent, 15 per cent or 20 per cent of approved expenditure depending on the particular category of colleges, like first grade (or training) or second grade colleges. Private engineering colleges of Bombay State can receive recurring grants up to 50 per cent of the approved expenditure, as per new regulation formulated recently. The Governments of Punjab and U.P. have not stated anything specific in the matter.

### **Building Grants**

So far as building grants are concerned, it may be mentioned that half the net cost is borne by the Governments of Madras, Jammu & Kashmir, Mysore and M.P. One third of the cost is borne by the Mahakoshal as well as Madhya Bharat regions of M.P. Bombay State Government allows up to 25 per cent of the expenditure on buildings for private colleges. Madras Government has not given any specific fraction, but has indicated that the maximum grant payable for non-recurring expenditure is Rs. 75,000. So far as hostels are concerned, it may be stated that Madras State bears up to 50 per cent of the expenditure. Mysore also shares 50 per cent of expenditure on hostel

rent or cost. Jammu & Kashmir covers three fourths of the excess of expenditure over income for hostels; Andhra bears 50 per cent of the expenditure, like Madras and Mysore. The Government of Maharashtra has stated that 25 per cent is granted for building ladies' hostels in the case of non-government colleges. Certain State Governments have indicated ceilings for payment of non-recurring grants; as stated elsewhere, Madras Government has put a ceiling of 75,000 for non-recurring expenditure. The corresponding figures for *Andhra* are as follows :

*First Grade and Training Colleges* : 50 per cent of expenditure admissible, with a ceiling of Rs. 75,000.

*Second Grade Colleges* : 50 per cent of expenditure admissible with a ceiling of Rs. 50,000. In the case of Mysore, the ceiling expenditure payable for hostels is Rs. 20,000 in any year; ceiling for colleges is Rs. 50,000.

## Conclusions

From the foregoing it is clear that there is an urgent need for bringing about a greater similarity among the various types of codes that now exist. While a single code for all the State Governments would be the ultimate ideal to be achieved, it would be desirable in the first instance to formulate a "draft outline code" incorporating in general the major policies to be followed in respect of all the broad items of expenditure that are usually incurred by the aided colleges. The University Grants Commission, on behalf of the Government of India, pays grants to the colleges affiliated to the Delhi University on the following lines :—

### (a) *Maintenance Grant (R)*

Maintenance Grants to the affiliated colleges of the Delhi University is paid on the basis of 90 per cent of the approved deficit (approved expenditure—approved income) for the same year.

### (b) *Building Grants (N.R.)*

Non-recurring grants for construction of buildings is paid on a 50 : 50 basis in all cases except in case of women's hostels where grant is paid on the 75 : 25 basis.

Non-recurring grant on a 50 : 50 basis is also paid to the new colleges coming into existence for meeting expenditure towards the premium payable for the land allotted to them by the Government of India.

## APPENDIX H

**A statement indicating the action taken on the recommendations of the State Education Ministers' Conference held at New Delhi on 8th and 9th August 1959.**

*Item No. 1:—To consider the question of provision of free and compulsory education with particular reference to the introduction of compulsory education for 6—11 age-group in the Third Five-Year Plan.*

### RECOMMENDATION

Reaffirming the decision taken in the Conference of State Education Ministers held in 1957 to provide universal, free, compulsory education for all children in the age-group 6—11 by the end of 1965-66, the Conference resolved that :

“To attain this objective, it is essential to start the implementation of this programme from the beginning of the Third Five-Year Plan. For this purpose, all preparatory work—specially in the items mentioned below—should be taken up immediately and pursued with vigour :—

- (i) Acceptance of this target at the Cabinet level by the State Governments which have not done this so far;
- (ii) According the highest priority to this scheme in the development programme under the Third Five-Year Plan and making adequate expenditure provision for its implementation, the question of Central assistance to the States being determined thereafter.
- (iii) Organising a country-wide campaign both through official and non-official channels to mobilise fully the resources and effort of the community for the attainment of this objective;
- (iv) Taking special measures to promote the education of girls and education in backward areas and, in particular, to increase for this purpose the number of women teachers and teachers in backward areas as rapidly as the urgency of the situation requires;
- (v) Reviewing and making necessary arrangements for the apportionment of financial and administrative responsibility between State Governments and local bodies in the matter of providing universal, free and compulsory Primary education;
- (vi) Starting the actual preparation of detailed annual programmes and estimates for meeting the requirements of educational expansion on the basis of the recent Educational Survey and taking necessary steps to establish the required number of new schools and to enlarge the existing ones, wherever necessary, and to fix target dates for

the purpose so that the schools can start functioning with effect from the very beginning of the Third Plan;

- (vii) Strengthening of the administrative machinery, both at the Centre and in the States to the extent required to shoulder the enormous additional responsibility.

"This Conference commends to the attention of State Governments the Madras Government's programme for school improvements in which the cooperation of the local community is sought in such matters as provision of mid-day meals, equipment for schools and construction of school buildings."

#### ACTION TAKEN BY THE STATE GOVERNMENTS

##### ANDHRA PRADESH

(i) The Bill relating to free and compulsory Primary education for the children of 6—11 age-group in the State is proposed to be passed in the next session of the Legislature. The draft rules under the Act have also been framed and are under scrutiny.

(ii) An amount of Rs. 20.69 crores, being the estimated cost of the Scheme, has been provided for in the draft Third Five-Year Plan.

(iii) However, with the decentralisation and transfer of power to *samitis* and *parishads*, community will evince interest in the successful implementation of the scheme. In the shadow blocks where *samitis* have not yet come into existence, the formation of an educational advisory committee for each shadow block to look after the educational needs of the community has been proposed. The Government have also instructed the Inspector-General of Local Administration to form the parents' committees for Elementary schools. There are the non-official sources from which the resources and efforts of the community are meant to be utilised.

(iv) In addition, the inspecting officers have also been instructed to take vigorous steps and organise enrolment drives with the help of the teachers, *Panchayat Samitis*, *Zilla Parishad* staff, social education organisers, village level workers and *mukhya sevikas*. The inspecting officers have been specially requested to improve the position regarding the enrolment of girls.

(v) Government have sanctioned the opening of twelve new Training schools in Telengana area of the State for 1960-61. The Training school at Begumpet (Hyderabad City) and the Training section to be attached to the Government Basic Training School for Women, Chhatta-bazar, will admit women only. The remaining eleven Training schools will admit both men and women, with separate hostel facilities.

(vi) Government have also accorded sanction to the payment of stipends at the rate of Rs. 20 p.m. to each of the 3,000 (100 in each educational district) girl students in 1960-61. For the backward areas, 100 single-teacher schools have been allotted for 1960-61 under the Scheme of Relief to Educated Unemployed.

(vii) 254 samitis have since been formed under *Panchayat Samitis* and *Zilla Parishads* Act, 1959.

(viii) Necessary steps have been taken according to the time schedule.

(ix) The section sanctioned for the Compulsory Education Scheme and the post of Special Officer have been extended for one more year from 2nd May, 1960. Necessary proposals for further expansion will be considered in due course.

(x) Government sanctioned a sum of Rs. 3 lakhs for the supply of free mid-day meals to the school children during the current year (1960-61) in the 254 *samitis* blocks.

(xi) An additional amount of Rs. 50,000 was also sanctioned at the rate of Rs. 200 per *Panchayat Samiti* for supply of free mid-day meals to school children during 1960-61.

#### ASSAM

The State Government introduced free and compulsory Primary education in most areas long ago. It has since been decided to extend free and compulsory education to cover the entire age-group 6-11 during the Third Five-Year Plan. Highest priority has been accorded to this scheme in the State's proposals for the Third Plan. Immediate steps have been taken to expand training facilities for Primary school teachers. Steps have also been taken to strengthen the administrative machinery in the State for the purpose. Other items of the recommendation have also been taken into consideration.

#### BIHAR

(i) Taking into account financial limitations and the social and economic background of the people, the target accepted by the State Government is enrolment of 90 per cent of boys and 54 per cent of girls, making an average of 72 per cent of the children of the age-group 6-11 subsequently raised to 75 per cent.

(ii) This scheme has been given the highest priority in the development programme of the Third Five-Year Plan and adequate expenditure provision has been made for its implementation. A sum of Rs. 20.44 crores has been earmarked for this item in the Third Five-Year Plan budget.

(iii) A special drive was organised for the enrolment of children of this age-group, as a result of which the percentage went up to 52. Further, the agencies of the Block Development Committee, *Gram Panchayats* and the Public Relations Department have been utilised to organise a state-wide campaign to mobilize fully the resources and effort of the community for the attainment of this objective.

(iv) Special measures have been proposed in the Third Five-Year Plan to promote the education of girls and education in backward areas. Provision for attendance prizes, stipends, free supply of stationery, books, rent-free quarters for lady teachers have been specially made.

Nearly 1000 rent-free quarters have been constructed during the Second Five-Year Plan and it is proposed to construct 3,500 more rent-free quarters for the lady teachers. Similarly, in backward areas special facilities are proposed to be given to the boys of poor families.

(v) As regards Primary schools in the rural areas, the administrative responsibility has been vested in the District Superintendent of Education. The District Board has to contribute an average of three years' expenditure incurred on education, the remaining portion of the cost being the liability of the State Government. In district towns, the administrative and financial responsibility for such schools is entirely that of the municipalities.

(vi) On the basis of the last educational survey, needs of the various areas have been ascertained. A target for 45,000 units was fixed, out of which the achievement by the end of the Second Five-Year Plan is expected to be 38,000. During the first two years of the Third Five-Year Plan, it is expected to complete the target. At district level, a phased out programme has already been made tentatively.

(vii) No expansion at the State headquarters and district level has been considered necessary. At the block level, however, it has been proposed to have Block Education Officers in the Upper Division of Subordinate Educational Service.

(viii) The co-operation of the local community is being secured through *Panchayats* in varying degree for provision of mid-day meals, equipment for schools and construction of school buildings, but due to low economic level, the response has not been uniform and sustained.

#### MADHYA PRADESH

(i) Decision at Cabinet level has been taken.

(ii) State Government's proposals have already been sent to the Government of India for financial assistance.

(iii) This will be done after the scheme is finalised.

(iv) To encourage larger enrolment of girls in general, provisions have been made for the following :—

- (1) Residential quarters for lady teachers
- (2) Girls' hostels
- (3) Scholarships for girl students
- (4) Appointment of 250 school masters

As regards opening of new schools in backward areas, the matter concerns the Tribal Welfare Department.

(v) This will be taken up after finalisation of the scheme.

(vi) As pointed out above a programme has already been chalked out and estimates prepared for meeting the requirements of educational expansion and taking necessary steps to establish the required number of new schools and to enlarge the existing ones wherever necessary.

(vii) Provision is made for extra staff to strengthen the administrative machinery needed for inspecting and supervising the expanded scheme. A sum of Rs. 15 lakhs has been earmarked for this purpose.

#### MAHARASHTRA

As recommended by the Education Panel of the Planning Commission, the State Government have already accepted the question of providing free and compulsory Primary education for children of the age-group 6-11 all over the State by the end of the Third Plan and necessary estimates in that respect have also been submitted to the Government of India.

#### MYSORE

Suitable provision for satisfactory implementation of this programme has been made in the revised Third Five-Year Plan proposals. Suitable provision has also been made in the Third Plan for incentive schemes like the provision of mid-day meals, giving aid to schools for construction of buildings and purchase of equipment.

#### ORISSA

(i) A minimum target of enrolment of 90 per cent for boys and 50 per cent for girls of the age-group 6-11 has been recommended by the Education Ministry for the State of Orissa and five other backward States. These targets have been accepted by the State Government on the assumption that necessary financial help will be forthcoming from the Central Government.

(ii) Necessary provision has been made in the draft Third Plan for the introduction of the scheme with the targets mentioned under item (i) above.

(iii) An enrolment drive was conducted in the State during the third week of May, 1960. The drive has been reported to be successful.

(iv) Special schemes for the expansion of girls' education have been worked out in the State in anticipation of Government of India assistance and have also been included in the draft Third Plan. Special measures are proposed to be provided in the backward areas of the State to bridge the gap between these areas and the more advanced areas.

(v) The regional seminar at Puri has made certain recommendations regarding apportionment of administrative and financial responsibilities between the State Governments and the local bodies. These recommendations will be finalised on an all-India level after the recommendations of the four regional seminars are known. The final recommendations are awaited by the State Government.

(vi) Annual programmes for the opening of new Primary schools to attain the target of universality of provision have been drawn up for each district and target dates have been fixed. The question of opening of new schools during 1961-62 will be taken up after finalisation of the annual plan for 1961-62.



(vii) Two assistant Directors of Public Instruction have been appointed with the necessary staff in the office of the Director of Public Instruction, Orissa. Steps are being taken to augment the administrative machinery suitably both at headquarters and at district level with effect from the Third Five-Year Plan.

(viii) The Madras Government programme is under examination and the items of programme which would be feasible to be worked out in the State will be first tried in the four selected N.E.S. Blocks, in which pilot projects of compulsory Primary education have been launched.

#### RAJASTHAN

(i) Decision to introduce compulsory Primary education from 1961 has been taken at the Cabinet level.

(ii) The highest priority is proposed to be given to this scheme during the Third Five-Year Plan.

(iii) Control of Primary education in rural areas has been transferred to *Panchayat Samitis* and, therefore, it is necessary that *Panchayat Samitis* should take concrete steps in connection with this campaign. In urban areas this work can well be taken up by the municipalities.

(iv) Since there will be co-education at the Primary stage, and the Survey Report also does not envisage separate Primary schools for girls in rural areas, the State may not need a very large number of lady teachers, yet a sizeable number will be required for co-educational institutions. Condensed courses have been started at seven places with a view to having lady teachers for rural areas. Similarly stipends have been offered to girls who undertake to adopt the teaching profession after completing their Secondary education. Some incentive has also been provided in the form of quarters. Advanced grade increments have been recommended for trained graduate lady teachers who work in the *mofussil*.

(v) It is proposed to give grant-in-aid to *Panchayat Samitis* at cent per cent for recurring and 50 to 75 per cent for non-recurring expenditures.

(vi) The State Government are preparing their scheme of starting Primary schools under compulsory education, according to the recommendations of the Survey Report.

#### UTTAR PRADESH

The proposal regarding provision of free and compulsory education to all children of 6-11 age-group by the end of the Third Plan was placed before the State Cabinet. It was decided to inform the Government of India that the programme could be implemented only if the Government of India gave a firm commitment to meet hundred per cent of the recurring and the non-recurring expenditure on the scheme during the Second and Third Plan periods and also gave at least 90 per cent of the recurring expenditure for all time to come after

the Third Plan. While the Government of India have not given any assurance in regard to meeting 100 per cent of the expenditure involved in the scheme during the Third Plan period or thereafter, they have agreed to meet cent per cent cost involved during 1959-60 and 1960-61 on the teachers' training programme. The State Government launched the scheme with effect from 1st November, 1959. Steps for strengthening the administrative and inspecting machinery are also being taken so that the machinery may prove equal to the task which may devolve on it.

(ii) The State Working Group on General Education is of the view that it will not be possible to enforce cent per cent compulsion in respect of girls. The Group has already prepared the estimates for introduction of compulsion for 85 per cent boys and 25 per cent girls. These have been discussed with the Ministry of Education and three sub-plans, one for the achieving universality of provision for Primary education, the second for the expansion of girls education and the third for expanding training facilities, have been prepared. The achievement in this respect will, however, depend on the availability of funds. It will be possible to prepare a time-schedule for the steps to be taken for the implementation of the scheme, when the approximate resources likely to be available during the Third Plan period are known.

(iii) It has been decided to send an officer of the Education Department to Madras to study the Madras Government programme of school improvements.

#### WEST BENGAL

(i) Achievement of the target will depend upon the extent of funds that may be available for this purpose during the five-year period, 1961-66.

(ii) In the draft Third Plan priority has been given to this question and the State will attempt to cover at least 80 per cent to the child population of 6-11 age-group provided the required Central assistance is made available. A provision of Rs. 7.50 crores has been made in the draft Third Five-Year Plan.

(iii) In the last Conference of the Presidents of District School Boards and District Inspectors and Inspectresses of Schools, under the presidentship of the State Education Minister on 28th July, 1960, this subject was impressed upon all concerned, particularly with a view to bringing in children of the age-group 6-11 to school who are still outside and retaining them up to the end of class V. The Development Block officials, the *Panchayats* etc. have been approached for active cooperation.

(iv) Permission for co-education has been rendered more liberal. Increased expenditure on "essential accommodation for women teachers", every year, i.e. both under the State Plan and the Central scheme, increased training facilities for women teachers and grants for free tuition of girls up to class VIII in rural areas indicate the steps already undertaken to promote education of girls.

Under the scheme for special programme for expansion of girls' education :

- (a) School-Mothers' Training Centres have been set up;
- (b) stipends have been awarded to meritorious but needy students of classes IX to XI who give an undertaking to take up the teaching profession on completion of their studies;
- (c) attendance scholarships are also being awarded for encouraging regular attendance in Primary classes.

Relaxation of conditions of recognition and grants to schools in backward areas are considered sympathetically in deserving cases.

(v) The question is being examined so far as the urban areas are concerned. In the rural areas the State Government meets the entire deficit of the District School Boards who are the local authorities for administration of Primary education.

(vi) On the basis of the Educational Survey conducted by the State Government in 1956 the requirements of additional new schools for school-less areas as well as further units for thickly populated areas have been worked out and schools are being established in those areas according to a phased programme under State and Centrally sponsored schemes. These programmes are being reviewed in order to fix the target and prepare the annual programmes for implementation of the compulsory Primary education scheme from the very beginning of the Third Plan.

(vii) The scheme for strengthening the administrative machinery at the Directorate and district levels is being prepared.

(viii) The Madras Government's programme for school improvements in which cooperation of the local community is sought in matters of provision of mid-day meals, equipment for schools and construction of school buildings was considered in the Conference of the Presidents of District School Boards and District Inspecting Officers held on 28th July, 1960. The district *local* authorities have agreed to take up the scheme on an experimental basis in their respective areas.

**Item No. 2:—To consider the Development of Sports and Physical Activities in Schools and Colleges**

#### RECOMMENDATION

The Conference resolved :

“That high priority should be given to the provision of playgrounds for educational institutions and adequate funds should be provided for this purpose. Playing Fields Associations should be constituted in each State in which educational institutions, municipal and other local bodies, the P.W.D., the town planning authorities, etc. may be represented. The purpose of these associations should be to help protect and conserve the existing resources in

playgrounds and to find out, earmark and recommend the allocation of fresh land for them. In framing their programmes for the Third Five-Year Plan, the State Governments should as far as possible aim at the target of providing adequate playgrounds for all schools and colleges. Further, in order to popularise games and sports in schools adequate provision should be made for the training of teachers for physical education. Some incentives should be offered to boys and girls who earn distinction in these activities, and steps should be taken to promote the practice of indigenous games and the holding of coaching camps."

#### ACTION TAKEN BY THE GOVERNMENT OF INDIA

Action has been taken to place funds at the disposal of the State Governments during 1959-60 and 1960-61 for acquisition of playfields.

#### ACTION TAKEN BY THE STATE GOVERNMENTS

##### ASSAM

The State Government propose to provide necessary funds in the Third Plan to meet the increasing demand on this item. At present, however, the assistance offered for such purposes is not sufficient.

##### BIHAR

(i) The State Government have constituted a Board of Health and Physical Education to advise the Government on matters concerning physical education and development of physical culture. Steps have also been taken to establish the State Council of Sports for the development of sports activities.

(ii) During 1959-60, a sum of Rs. 80,500 was received from the Government of India for giving financial assistance to the institutions of the State for acquisition of land. This amount was distributed among sixteen high schools of the State. During the current year, a sum of Rs. 1,61,000 has been received from the Government of India for the development of sports activities in the State. Steps have been taken to utilise this amount fully.

(iii) The State Government have established a Government College of Health and Physical Education. Besides this, two non-Government institutions, one at Dhanbad and the other at Muzaffarpur, have been established for imparting physical education.

(iv) Coaching camps in football, hockey, cricket have also been arranged at district level by the State Government. Four State coaches have been engaged to impart training in sports to school students. At the State level, a Special Officer for Sports, of the status of Additional Director of Public Instruction, has been appointed.

##### MADHYA PRADESH

A provision of Rs. 9 lakhs has been made in the Third Five-Year Plan for the acquisition and improvement of playgrounds and strengthening of the existing Physical Education College, Shivpuri. A

committee has been constituted for proposing sites for play grounds in the Capital. Instructions have also been issued for the constitution of similar committees in other towns of the State, when necessary.

#### MAHARASHTRA

Facilities for sports and physical activities are available in most schools and colleges, as it is one of the requirements for recognition of schools and granting affiliation to colleges. During the last year, in accordance with the Government of India scheme of giving assistance to educational institutions for development of games and sports as also for acquisition of playfields for such educational institutions as have no playground or an inadequate one, applications were called for with the recommendations of the universities in the case of colleges and Deputy Directors of Education in the case of Secondary schools. Such applications have been forwarded to the Government of India with necessary recommendations. Recently Government have also appointed an *Ad Hoc* Committee to work out the constitution of a Playing Fields Association and its scope of work. Further, the State Sports Council is attending to the questions relating to the development of sports and games for students as well as the non-student population in the State. The State Government has provided adequate number of training institutions for physical education in which about 500 to 600 teachers are trained every year.

Further, a separate Inspectorate for Physical Education is also provided in this State to promote and supervise all physical education and youth welfare activities.

#### MYSORE

The resolution of the Conference to give high priority to the provision of playgrounds to the educational institutions has been taken note of and in 1959-60 the grant of the Government of India for improvement of playgrounds has been taken advantage of and a sum of Rs. 40,000 has been received. During 1960-61, a sum of Rs. 1.06 lakhs (including 0.81 lakhs as Central assistance) is provided for the improvement of playgrounds for educational institutions. Provisions has been made in the Third Five-Year Plan for improvement of school playgrounds and expansion of the College of Physical Education for the training of teachers of physical education.

#### ORISSA

The following provisions have been made in the draft Third Plan for physical education and youth welfare activities :

Expansion of the N.C.C.	..	..	Rs. 8 lakhs
Grant to State Youth Welfare Board	..	..	Rs. 5 lakhs
Grant to other associations promoting physical education and sports	..	..	Rs. 3 lakhs
Total			<u>Rs. 16 lakhs</u>

A College of Physical Education has been established in the State during the Second Plan for the training of teachers of physical education.

#### RAJASTHAN

(i) Information regarding the availability of playgrounds in schools is being collected with a view to finding out means for providing playgrounds to every school.

(ii) The intake of the College of Physical Education, Jodhpur, will be increased during the Third Plan. Arrangements for the training of women instructors are also being made in this College.

(iii) School tournaments are run by the Department and college tournaments by the university. From this year the State has started sending teams for participation in the national tournaments.

(iv) Besides prizes, scholarships have been instituted in sports. Proposals for having scholarships for team games have also been receiving the attention of the Government.

(v) Indigenous games have been encouraged and *akharas* and *vya-yamshalas* are being given aid.

(vi) The Sports Council has started tournaments at block levels, with the active assistance of the Department of Education.

(vii) The idea of a Playing Fields Association may be adopted.

#### UTTAR PRADESH

The matter is still under the consideration of the State Government.

#### WEST BENGAL

A sum of Rs. 1,20,000 was sanctioned by the Government of India during 1959-60 for acquisition of playing fields for educational institutions in rural areas. The entire amount has been spent, 36 schools being benefited.

Steps are being taken to form Playing Fields' Association. Training facilities have been expanded in the existing College of Physical Education at Banipur. Further expansion of the College is being examined and one or two more colleges for the training of teachers are being contemplated during the Third Plan. Award of merit scholarships to meritorious and deserving athletes and players is under the consideration of the State Government.

Greater stress is being given to the popularisation of indigenous games, and clubs and associations promoting such activities are being given financial assistance by the State Government. A comprehensive scheme for the coaching of young learners as well as already developed players and athletes has been taken up.

**Item No. 3:—To consider the modifications suggested by the 1957 Lucknow Conference in the original recommendation of the Lucknow Conference held in 1953 on the Reform of Devanagari Script.**

#### RECOMMENDATION

The recommendations (Devanagari Script Reform Conference held at Lucknow in 1953 as modified by the Conference held by Uttar Pradesh Government in 1957) were accepted subject to the clarifications given in the memorandum circulated. The Conference further recommended that hereafter there should be no unilateral change in the Devanagari script.

#### ACTION TAKEN BY THE GOVERNMENT OF INDIA

The recommendation has been implemented in full. A press note giving details of the key-board finalised by the Government of India has been issued recently. The Ministry of Commerce and Industry has also been requested to arrange to get typewriters manufactured based on this key-board.

#### ACTION TAKEN BY THE STATE GOVERNMENTS

##### ASSAM

The State Government have accepted the recommendations and have taken steps for the introduction of the change in Devanagari script.

##### BIHAR

Needs more compliance.

##### MYSORE

The reformed Devanagari Script as shown in the chart may be adopted with the following changes :—

(1) The letter 'ख' is typed with a stroke at the bottom. This gives rise to confusion. Hence the stroke at the bottom may be deleted.

(2) राष्ट्रिय in this word the letter 'ट' is written with a cipher at the end. Hence there is a probability that it might be confused as ढ. Hence the cipher at the end of the letter 'ट' may be deleted.

(3) For inverted commas four strokes are used. If these strokes are inadvertently joined to a letter, the letter becomes different. Hence the usual signs for inverted commas *i.e.* two commas, as found in English, may be adopted.

##### MAHARASHTRA

At present the schools, teachers and publishers of Hindi textbooks, have been allowed the option to use the standard Devanagari script. The State Government is not prepared to make changes in this policy. This was made clear by the Minister for Education of (erstwhile) Bombay State at the Conference.

## ORISSA

No action is to be taken by the State Government.

## RAJASTHAN

The matter is receiving the attention of the Government.

## WEST BENGAL

No comments.

*Item No. 4:—To consider the National Service Scheme*

## RECOMMENDATION

*The Conference recommended :*

(1) That the question of introducing the scheme on a compulsory basis should be considered after the experience of a pilot project to be operated for a few years;

(2) That pilot projects of three months' duration, consistent with the objectives of the scheme, and preferably one for each university, for students volunteering to participate in the programme, may be organised;

(3) That a Committee may be appointed to work out the details of the proposed pilot projects.

## ACTION TAKEN BY THE GOVERNMENT OF INDIA

A National Service Committee was set up under the Chairmanship of Dr. C.D. Deshmukh on September 1, 1959, and it submitted its report in February, 1960. The Committee recommended that every student passing out of Higher Secondary/pre-University stage should be required to render compulsory national service for a period of about one year before entering life or joining a university and that this period should be utilised to impart military discipline and general education to students and to engage them in productive and constructive work for the social and economic development of the country with a view to providing a more lively awareness of the purposes and processes of the nation's reconstruction efforts, specially in the rural areas, on the part of the educated youth and to inculcating in them a sense of discipline, a spirit of social service, dignity of manual labour and dedication to the cause of the country, and thus make up the deficiencies of the present educational system. The Central Advisory Board of Education at its meeting held in February, 1960, and the Vice-Chancellors' Conference held in June, 1960, and the Education Secretaries' meeting (called by the Ministry of Defence), held on August 19, 1960, generally approved the recommendations made by the National Service Committee but emphasised the need for a careful and thorough preparation before introducing national service.

Although the National Service Committee laid the guiding principles underlying the programme of national service, details of its programme and planning were required to give a concrete shape to the



scheme before it could be taken up for implementation. This was also envisaged by the Committee and, as recommended by it, a working group of educationists, administrators, defence experts and others was set up in March, 1960, to prepare details of the scheme, to estimate the costs involved and to recommend the organisational set-up for its implementation. The Central Ministries, State Governments and Universities were also requested to send the necessary data and also to give their views and suggestions on various aspects of the scheme so that these could be taken into account by the Working Group for a proper formulation and successful implementation of the scheme.

#### ACTION TAKEN BY THE STATE GOVERNMENTS

##### ASSAM

Introduction of this scheme is at present under the consideration of Government.

##### BIHAR

After the scheme is finally adopted, necessary steps will be taken for its implementation.

##### MAHARASHTRA

As it would be more or less after the university stage that such a scheme might be introduced, it would be better to have the view of the universities also in this respect.

##### MYSORE

The scheme will be considered when finally approved by the Government of India.

##### ORISSA

The scheme is under examination in the State Government.

##### RAJASTHAN

Comments in the matter will follow in due course.

##### UTTAR PRADESH

No action on the part of the State Government appears necessary. The State Government will await the details of the proposed pilot projects to be formulated by the Committee.

##### WEST BENGAL

So far no action has been taken to try out the scheme on an universal basis; pilot projects are being tried out in different fields to test the capacity as well as reaction of the students.

Social Service Camps have been held in the State in which the school and college students, teachers and unattached youths participated.

Students in colleges are being encouraged to hold educational as well as economic surveys of their respective areas and also to undertake intensive literacy as well as post-literacy work drives and also to work mobile library units.

The proposed Orientation Board may be formed in the State to work out the details of the above and similar pilot projects.

*Item No. 5:—To consider the question of converting the existing high schools into Higher Secondary schools during the Third Plan period*

#### RECOMMENDATION

The Conference resolved that :

“In order to complete the reorganisation of Secondary education as early as possible, at least 50 per cent of the existing high schools should be converted into higher Secondary schools during the Third Five-Year Plan. It should also be provided that, during this period, ordinarily no new high school (or class X school) will be opened and that all Secondary schools to be established will be of the higher Secondary pattern. In this connection, the Conference recommended that the pattern of Central assistance for the establishment of higher Secondary schools should be the same as for the conversion of high schools into Higher Secondary schools.

“Since this reorganisation will depend largely on the staffing of the new schools by qualified teachers, it was necessary that steps should be taken in time to recruit and train additional teachers required for the reorganised and new higher Secondary schools.

“The Conference resolves that the conversion of the existing high school to higher Secondary schools in the Third Plan is the minimum programme of reconstruction that the country should adopt. Any further reduction in this target may jeopardize the very purpose of reorganisation. The Conference, therefore, recommends to the Planning Commission, Ministry of Education and the State Governments that adequate provision should be made in the Third Five-Year Plan for this purpose.”

#### ACTION TAKEN BY THE STATE GOVERNMENTS

##### ANDHRA PRADESH

In the draft Third Five-Year Plan provision has been made to upgrade 200 high schools into higher Secondary schools. According to the resolution of the Conference, 500 high schools may have to be converted into higher Secondary schools during the Third Five-Year Plan period. This will be possible only if the Plan ceiling is raised suitably. However steps are being taken to convert as many schools as possible into higher Secondary schools to the extent funds are available.

With a view to making up the deficiency of adequate number of qualified teachers to handle the top two classes in the upgraded high schools, short certificate courses of three months' duration are being conducted in high schools.

There is a proposal under the consideration of the State Government for conducting short-term courses of post-graduate standard for the benefit of deserving and experienced graduate trained teachers in the ordinary high schools.

#### ASSAM

The recommendations are being implemented. Necessary provision has been made for the conversion of 30 per cent of the total number of schools into higher Secondary and multipurpose schools by the end of the Third Plan. The upgraded schools will account for more than 50 per cent of the pupils of the relevant age-group attending schools as the schools selected for upgrading will be comparatively larger.

#### BIHAR

A sum of Rs. 280 lakhs has been provided in the Third Plan to :

- (a) convert 22 existing higher Secondary schools into multipurpose schools;
- (b) upgrade 400 high schools into bi-purpose schools; and
- (c) upgrade 200 high schools into uni-purpose schools.

#### MADHYA PRADESH

It is proposed that at least 50 per cent of the existing high schools should be converted into higher Secondary schools during the Third Five-Year Plan. Provision has been made for conversion of higher Secondary schools into multipurpose Higher Secondary schools so as to bring the total number of such schools to 54 (45 for boys and 9 for girls). It is aimed to have at least one such boys' schools in each district and one girls' school in each educational division.

The traditional type of high schools too will be converted to higher Secondary schools for which a target of 80 has been fixed. Provision has been made for Rs. 20 lakhs in this behalf.

A provision of Rs. 30 lakhs has been made for opening 52 additional higher Secondary schools out of which 13 will be Government schools and 39 are expected to be opened by private enterprise.

For purposes of providing additional trained teachers, one more post-graduate training college has been provided for at a cost of Rs. 7.90 lakhs.

#### MAHARASHTRA

The scheme of higher Secondary schools have been included in the Third Five-Year Plan.

#### MYSORE

The programme of assisting higher schools for converting them into higher Secondary schools as and when the new higher Secondary syllabus will be introduced was taken up from the year 1957-58. Till

now, out of 707 high schools in the State, 130 have been so designated and assisted. The new revised and uniform syllabus has been introduced during the current year in the VIII standard (high school 1st year) and will be progressively introduced in the higher standards. The new syllabus is being introduced in all the high schools—higher Secondary as well as ordinary high schools. Ordinary high schools will not have the XI standard.

The recommendation of the Conference for conversion of 50 per cent of the high schools to the higher Secondary type has been taken note of and the draft of the Third Five-Year Plan provides for the conversion of 200 high schools to the higher Secondary type, in view of the limited allotment for general education in the Third Plan. With the accomplishment of this programme, it is hoped that nearly 50 per cent of the high schools may be higher Secondary or multipurpose.

#### ORISSA

It will not be possible in the State to convert as many as 50 per cent high schools into higher Secondary schools during the Third Plan period. Out of the estimated total number of 520 high schools in the State by the end of Third Plan period, a minimum programme of conversion of 24 high schools into Higher Secondary and multipurpose schools is envisaged, in addition to a spillover of 19 schools from the Second Plan period.

#### RAJASTHAN

The policy is to upgrade Middle schools to higher Secondary standard. The State Government have stopped raising Middle schools to high schools except in the case of girls institutions. Provision has been made for conversion of more than 50 per cent high schools to Higher Secondary schools during the Third Plan, and the rest during the Fourth Plan. Thus by the end of Fourth Plan, Rajasthan will have no high school.

Though high schools are being upgraded to higher Secondary schools, at present exception is made in the case of girls' institutions. Girls' Middle schools are upgraded to girls high schools rather than to higher Secondary schools because a two-year high school course is more popular with the girl students and their parents.

#### UTTAR PRADESH

The State Government have not adopted the scheme of three years, Secondary course for introduction in the State. As such the question of making provision for conversion of the existing high schools into higher Secondary schools in the Third Plan period does not arise.

#### WEST BENGAL

The State Government is taking all possible steps to implement the scheme of reorganisation of Secondary education by converting the existing high schools into Class XI high schools where qualified and

trained teachers are available. At present out of 1860 class X high schools, 585 have already been upgraded into class XI schools up to the end of the fourth year of the Second Five-Year Plan. It is proposed to upgrade at least 60 per cent of class X high schools during the Third Plan period.

*Item No. 6:—To consider whether the Education Departments of the States are fully equipped to meet the new demands that will be made up on them for the successful implementation of the educational provision of the Third Five-Year Plan*

#### RECOMMENDATION

The Conference recommended that the finances needed for re-cruiting the staff for strengthening the administrative machinery for implementing the Third Five-Year Plan should be made available during the Second Plan period.

It also recommended that where a new scheme approved in the course of the Plan period could be conveniently fitted into the State ceiling for the Education Plan, the estimated expenditure should be accepted as an additional provision in the State Plan for education. It further recommended that the Planning Commission should consider this suggestion and convey their decision to the State Governments.

#### ACTION TAKEN BY THE STATE GOVERNMENTS

##### ANDHRA

(i) A Special Officer for the introduction of universal compulsory Primary education is working in the office of the Director of Public Instruction;

(ii) A separate unit has been formed in the office of the Director of Public Instruction to work out details of the schemes included in the Third Five-Year Plan;

(iii) Proposals for the reorganisation of the office of the Director of Public Instruction and subordinate offices to enable them to cope with the work of the Third Five-Year Plan are under consideration.

(iv) In order to meet the additional demand for teachers to fulfil the targets set for the Third Five-Year Plan, 25 teacher training sections were opened in 1959-60 and 61 such sections are proposed to be opened in 1960-61.

##### ASSAM

This is acceptable to the State Government.

##### BIHAR

The decision of the Planning Commission on the suggestions made is awaited.

##### MADHYA PRADESH

A provision of Rs. 15 lakhs has been proposed for strengthening the administrative machinery for implementation of the Third Plan.

## MAHARASHTRA

The question of sanctioning additional staff\* during 1960-61 for strengthening the administrative machinery for implementing the Third Five-Year Plan is under consideration.

The decision of the Planning Commission on the recommendation, viz., that where a new scheme approved in the course of the Plan period could be conveniently fitted into the State Ceiling for the Education Plan, the estimated expenditure should be accepted as an additional provision in the State Plan for education may be communicated to the State Governments as and when arrived at.

## MYSORE

Necessary provision has been made in the Third Five-Year Plan for strengthening the administrative machinery and the inspecting machinery to meet the demands for the successful implementation of the educational provisions of the Third Five-Year Plan.

Sanction has been accorded to the appointments of assistant educational officers to four divisions of the State as preliminaries for the introduction of free and compulsory education.

## ORISSA

Schemes are being prepared for strengthening the administrative machinery during the Third Plan period.

## RAJASTHAN

Two recommendations have been made.

The question of strengthening the administrative and inspecting machinery is receiving the attention of Government.

Action on the rest of the recommendation is to be taken by the Planning Department.

## UTTAR PRADESH

The Government of India have agreed to share 50 per cent of the expenditure involved in strengthening the administrative and inspecting machinery in connection with the work relating to the introduction of compulsory Primary education during the Third Plan.

Necessary provision for this scheme has been made in the revised ceiling for the draft Annual Education Plan of Uttar Pradesh for the year 1960-61.

## WEST BENGAL

The State Government is taking steps for recruiting administrative staff for the purpose.

**Item No. 7:—Limiting the number of students in universities and institutions of higher education**

## RECOMMENDATION

The Conference recommended that the problem limiting the number of students in universities and institutions of higher education

should be studied carefully by each State and that the results of the study should be placed before the Conference at its next meeting.

#### ACTION TAKEN BY THE GOVERNMENT OF INDIA

This problem was discussed by the Conference of the Vice-Chancellors held at Khadakvasla on June 15-16, 1960, and the recommendations of the State Education Ministers were placed before them. The Conference, after careful consideration, made the following recommendations :—

- (a) In regard to methods of selection, it was recognised that in all professional institutions and some of the good institutions in the country these were already employed. The basis of selection generally was the higher percentage of marks obtained in the qualifying examination. It was recommended that institutions and universities should employ these and other techniques of selection bearing in mind the availability of teaching, library and laboratory facilities, accommodation for students etc.
- (b) Students who do not secure admission may have potentialities in them for benefiting by further education. It should, therefore, be the objective of a planned system of education to ensure that such opportunities are not denied to them. Among the measures suggested for this purpose, the Committee recommended introduction of external degrees, evening colleges, workers' institutions etc. They further suggested that those who registered for external degrees should be guided, as in some advanced countries, by different methods of training, such as correspondence courses. Before introducing any such techniques it is essential that they should be carefully studied.

The attention of the State Governments was drawn to the recommendations of the State Education Ministers' Conference and the Conference of the Vice-chancellors. The State Governments were requested to communicate their views to the Ministry.

#### ACTION TAKEN BY THE STATE GOVERNMENTS

##### ASSAM

The matter is being considered by the Gauhati University.

##### BIHAR

As recommended, the problem has been studied carefully at the State level. In order to reduce the pressure on colleges, sufficient avenues of employment, after completion of the Secondary school stage, are required to be made available. Already the State Industries Department have been running Polytechnical schools to provide special training to the boys coming out of the schools. This is, however, not enough. It is necessary to provide larger facilities for technical training in order to divert the boys coming out of the Secondary schools to other channels. Till such facilities are made available, it is not possible to find a satisfactory solution of the problem.

## MYSORE

The matter is being considered in consultation with the universities.

## MAHARASHTRA

As far as Government colleges in the State are concerned, the number of students is always restricted to the sanctioned strength of the college and while increasing the same it is seen that it does not become unwieldy, to ensure better discipline.

As regards non-Government colleges, admissions therein are regulated in accordance with the rules and regulations made by the Universities to which they are affiliated. The Bombay University has already laid down a limit to the number of students to be admitted to the colleges affiliated to it, in view of its commitments to the University Grants Commission.

## ORISSA

The peculiar difficulties in Orissa were explained by the Chief Minister of Orissa at the Conference. The views of the Chief Minister have been recorded in the proceedings. The State Government have no proposal for limiting the number of students in the institutions of higher education during the Third Five-Year Plan in view of the backwardness of this State in respect of university education in particular and education in general.

## RAJASTHAN

It is receiving the attention of the Government.

## UTTAR PRADESH

The matter was discussed in the Uttar Pradesh Vice-Chancellors' Conference held at Naini Tal in June, 1960. The Conference felt that the problem of over-crowding in the universities could not be solved by suggesting any simple solution or any one remedy. More than one scheme may be necessary to meet the requirements at present. The Conference made a number of suggestions in this connection.

## WEST BENGAL

Although it may ultimately be necessary to limit the number of students in the universities and institutions of higher education by restricting admission to selected candidates only, it would not be wise to take up such a step before alternative courses of studies—technical or vocational—are provided in sufficient number and arrangements are made for gainful employment to students at the end of the school courses.



Y BOARD

**PROCEEDINGS  
OF  
THE SIXTH  
STATE EDUCATION MINISTERS'  
CONFERENCE**

**New Delhi—October, 1962**



**MINISTRY OF EDUCATION  
GOVERNMENT OF INDIA  
1963**

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## I. PARTICIPANTS IN THE CONFERENCE

The Sixth Conference of State Education Ministers was held at Vigyan Bhavan, New Delhi, on 18th and 19th October, 1962 under the Chairmanship of Dr. K. L. Shrimali, Union Minister for Education. The following Education Ministers were present :—

### **Andhra Pradesh**

Shri P. V. G. Raju

### **Assam**

Shri Dev Kanta Baruah

Shrimati K. K. Baruah (Deputy Education Minister)

### **Bihar**

Shri S. N. Sinha

### **Gujarat**

Shri Hitendra Desai

### **Jammu and Kashmir**

Shri G. M. Sadiq

### **Punjab**

Shri Yash

Shrimati Om Prabha Jain (Deputy Education Minister)

### **Madhya Pradesh**

Dr. S. D. Sharma

### **Maharashtra**

Shri S. H. Shah

Shri H. G. Vartak (Deputy Education Minister)

### **Mysore**

Shri S. R. Kanthi

Dr. Grace Tucker (Deputy Education Minister)

### **Orissa**

Shri Pabitra Mohan Pradhan

### **Madras**

Shri M. Bhaktavatsalam

### **Rajasthan**

Shri Hari Bhau Upadhyaya

### **Uttar Pradesh**

Acharya Jugal Kishore

### **West Bengal**

Rai Harendra Nath Chowdhury

## II. ADDRESS OF THE UNION EDUCATION MINISTER

Welcoming the State Education Ministers, Dr. K. L. Shrimali, Union Education Minister, delivered the following address :—

I am grateful to you for having accepted my invitation to attend this Conference. This is the first time we are meeting today after the General Elections and I take this opportunity to offer my most cordial welcome to the old as well as the new members of this Conference. These annual meetings of the Conference provide an useful opportunity for us to review the progress of education and to discuss our common problems.

In recent months there has been a great deal of discussion on education in our country specially with regard to its role in national integration. It is a welcome sign that public attention should have focussed itself on education with a growing measure of appreciation of the contribution education has to make through its unique power to mould the minds of the younger generation. Although education is a State subject, it is being realised with increasing force that the Central Government has to assume a positive role in evolving national policies and programmes for bringing about greater social cohesion and integration so that we may emerge a strong and united nation. Several proposals have been made to bring about greater coordination between the Central and the State Governments. One of the important tasks of this Conference will be to consider these proposals and to devise some suitable machinery to ensure proper coordination. The Ministry of Education has received cooperation in ample measure from the State Departments of Education in recent years and I feel confident that we should be able to concert all such educational measures as are needed to strengthen and promote national integration.

Economic inequality is undoubtedly one of the main causes of social tensions and I believe that nothing will contribute more to its removal than a system of free public education designed to secure equal facilities to children of all classes irrespective of their economic background. We are at present engaged in building up such a system of public education in our country. I am glad that the State of Assam, Andhra, Mysore, Punjab, Gujarat and Madhya Pradesh have revised their legislation for Primary Education on the lines of the Delhi Primary Education Act. The remaining States have also assured us that the legislation will be revised soon. I would request you to take speedy action in this regard so that we can have uniform legislation for free and compulsory education for the whole country.

From the reports we have received from the State Governments, it is heartening to find that the enrolment in primary schools has exceeded our expectations by a big margin. In the first year of the Plan—1961-62, the target for additional enrolment was 22 lakhs. You will be glad to know that this target has been exceeded and the additional enrolment in primary schools in 1961-62 was about 40 lakhs. If we continue to progress at the present rate it is expected that the targets of the Third Five Year Plan would be reached even by the end of the third year of the Plan. It is a striking evidence of the deep urge for education that has been awakened in our people. We must find the resources to maintain this tempo so that we may fulfil the Constitutional directive as early as possible.

For some time past the Ministry has been giving thought to the question of providing midday meals for school children. Midday meal to supplement the food which they receive at home is an imperative necessity for millions of those children who come from homes which cannot provide for even one good meal. A Centrally sponsored scheme has therefore been worked out under which assistance will now be available to State Governments to the extent of one-third of the total expenditure incurred by them excluding the contribution raised by the community and from foreign sources. Some States have already launched extensive programme for midday meals. Kerala provides a programme for 1.5 million children; Madras provides school meals for 1.3 million children; Andhra Pradesh has made a beginning this year with 200,000 children and this number will rise to one million by the end of the Third Plan; Rajasthan provides milk for 500,000 children and proposes to raise the number to one million by the end of the Third Plan; and Punjab provides milk to 500,000 children. It is now proposed to extend this programme to all the States and to cover at least 10 million children by the end of the Third Plan.

We are sincerely grateful to CARE and UNICEF without whose generous assistance it would not have been possible to develop this programme on such a massive scale. While we should welcome this assistance from outside we should aim at self-sufficiency for this programme by securing greater participation of the community.

There are two other programmes in which we would like to seek your cooperation. You may be aware that for the first time an allocation of Rs. 3 crores has been made in the Third Plan for Child Welfare. A scheme of demonstration projects for child welfare has been formulated, and it is proposed to set up 20 demonstration projects, one in each State and major Union Territories. Each project is estimated to cost about Rs. 5 lakhs over a period of 4-5 years. The entire expenditure on those projects will be borne by the Government of India but their implementation is to be done by the State Governments in cooperation with voluntary welfare agencies. The object of the scheme is not only to coordinate the existing services and facilities but also to build up integrated and comprehensive services for children covering health and nutrition, education and training, welfare and recreation. I would request you to take a personal interest in the programme so that the experience gained in these projects may enable us to take up this important work of child welfare on a much larger scale in the future.

Another neglected aspect of our education to which I wish to draw your attention is, Adult Education. In the past, on account of the limitation of resources we have not been able to give as much attention to this problem as its importance deserved. It is, however, obvious that this programme which is so vital to the future of our democracy cannot be postponed indefinitely without great risks to national well-being. By its very nature social education has to be dealt with by various government departments and voluntary agencies but the Education Departments should take upon themselves the responsibility to coordinate and guide their activities.

It must also be emphasised that in the pursuit of the many objectives of social education we should not lose sight of the imperative need for spreading literacy. Unfortunately the pace of the effort in the removal of illiteracy has been so slow in the past that we continue to have today a vast population of illiterate people. The programmes for liquidation of illiteracy

have therefore to be undertaken in a big way. With this object in view, we have recently requested the State Governments to formulate plans for adult literacy and to include them in their annual Plan budgets. The Planning Commission will provide additional resources for adult literacy and adult education over and above the ceilings fixed in the Third Plan.

You are aware that the Education Ministry has been greatly concerned, as you are, about improving the service conditions of teachers. As a result of the whole-hearted cooperation of the State Governments, significant revision of scales of pay of teachers has been carried out recently in the States of Orissa, Assam, West Bengal and Uttar Pradesh, where the emoluments were very low. The gap which existed in the past in the dearness allowance paid to elementary teachers and government servants drawing the same salary has been considerably narrowed down, although it has not been eliminated altogether. In order to assist the State Governments further in this direction, the Government of India has introduced a special assistance scheme in the State sector under which Central grant at 50% would be given to the State Governments for all expenditure incurred by them in improving the emoluments of teachers, both elementary and secondary.

In respect of old age provision also, there has been considerable improvement. Gujarat has already introduced a scheme of pension for elementary teachers working under the District Boards, who form about 95% of the total cadre in that State. A pension scheme, slightly different in character, is also being introduced by the Government of Maharashtra for all elementary teachers under the District Local Board. The Governments of Andhra Pradesh and Madras have introduced the Triple Benefit Scheme. The Government of India will give Central assistance at 50% for all schemes of improvement of old age provision for teachers which may be undertaken by the State Governments during the Third Five Year Plan. I hope that it would now be possible to introduce schemes of old age provision in all the States with the assistance which is available from the Central Government.

The rapid expansion of education is inevitably creating problems which need to be tackled with thoroughness and foresight, so that excellence and quality may not suffer. In most States, primary schools are over-crowded and the pupil teacher ratio has risen sharply. There is a great shortage of trained teachers. It is estimated that the additional teachers required during 1961-62 and 1962-63, over and above those for which provision was made in the Plan, will be about 80,000. Special measures will have to be taken both for the recruitment of additional teachers and also to arrange for their proper training.

You may be interested to know that on the recommendation of the All India Council for Elementary Education, the Government of India has decided to set up one special institute in each State for providing intensive in-service training to inspectors of elementary schools and to the staff of the training institutions. These institutes will also study the new techniques of teaching and undertake production of literature for elementary teachers. Steps are also being taken to set up a Department of Teacher Education in the National Institute of Education and to initiate a programme of producing educational literature. Extension services which were hitherto confined to secondary training colleges only have now been introduced at the elementary stage and 30 training institutions in the country will be provided with extension services programmes during the current year. Their number will



be raised to 60 by the end of the Third Plan. These are some of the schemes by way of pilot projects which the Government of India have undertaken to supplement the efforts which the State Governments will undoubtedly make to improve teacher training programmes.

The important problem of textbooks also need urgent attention. So far, the State Education Departments have relied mainly on competitive bidding for securing textbooks for schools. The results have not always been successful. I have been distressed to find that some of the textbooks prescribed by the State Governments are not only poor in quality but contain material which can only create hatred and ill-will among our people. Such a situation is as indefensible as it is intolerable. Textbooks can exercise an abiding influence for good or otherwise, on the receptive minds of the young people and we would be failing in our duty if we did not provide to them the best it is in our power to give. I would, therefore, urge the need to have the textbooks examined and reviewed at the highest academic and professional level before they are introduced in the schools. Furthermore, since competitive bidding has not always secured the best book, we should consider preparing textbooks on our own initiative, enlisting in this task the assistance of experts of high competence. There is a wide field for inter-State cooperation in this matter.

On the recommendation of the National Integration Conference, the Central Government has already set up panels of experts for the production of textbooks on Physics, General Science, History, Hindi and Mathematics. It is proposed to take up other subjects shortly, Geography, Chemistry and the Natural Sciences. The work of writing and editing has been assigned to eminent scholars and it is our plan to get these books tried out extensively before they are offered to the State Governments for their consideration. The National Council of Educational Research and Training has undertaken this task not to duplicate the good work that is already being done by the State Governments or to replace the private enterprise where it has produced good books but to supplement the existing efforts and fill in the gaps which are only too obvious. I have referred to only one of the schemes of the National Council here. As members of the Council you have another opportunity of receiving the reports on the manifold activities which the Council is developing at a rapid pace.

In all the discussions we have had at the Chief Ministers' Conference and the National Integration Council, there has been complete unanimity that as we change over to the regional languages as the media of instruction, we must strengthen the teaching of both Hindi and English which provide links between the different linguistic regions of our country as also between India and the rest of the world. The three-language formula which has also been approved by the National Integration Council should be speedily implemented. With the assistance of the Central Government, Hindi Teachers' Training Colleges have already been established in Mysore, Kerala, Madras and Gujarat and proposals for setting up colleges in Assam and West Bengal are under consideration. The Hindi Institute at Agra has been reorganised and is now serving as a training and research centre for the propagation of Hindi. Similarly, the Institute of English in Hyderabad has been training the key personnel for the States, undertaking research in the pattern of teaching English as a foreign language and has been preparing suitable teaching materials to meet our requirements. The Government is also assisting the non-Hindi speaking States in the appointment of Hindi

teachers and we shall be glad to consider any proposals which you may like to make for the speedy and effective implementation of the three-language formula.

I have given you a brief review of our activities. Like the educational process itself, they may not appear spectacular but they are basic and are bound to make an impact on our educational system. The results of educational reforms cannot be produced within a day or a month or a year or even the life-time of a generation. It is a slowly maturing process which has to be nourished by the hard and patient work of bands of dedicated persons—parents, pupils, teachers, educational administrators and thinkers.

Impatient criticism should not be allowed to dim our vision of, or shake our faith in, the goals we are to strive for. There is but one direction in education—to move forward without relaxing our efforts and with courage and conviction, till we have reached our goal.

### III. MINUTES

(a) The Union Education Minister's speech was followed by a general discussion covering a wide range of subjects. Education Minister, Madras, was of the view that there should be no further delay in finalizing our pattern of education but it should be flexible so as to allow for local needs and conditions in the various States. The Chairman agreed that the pattern of education needed serious consideration though it had already been discussed at great length in important bodies. His own view was that, instead of increasing the duration of the school years, we should concentrate on improving the quality of education. He gave the highest priority to improving the salaries of teachers and condition of schools. He stressed that, since our pattern of education was determined after mutual consultations with the States, no major change should be made in it by any State without prior consultations. The Chairman, University Grants Commission, was in favour of adding to the duration, particularly in view of the great advances made recently in the field of science and technology, but felt that we must first organize effectively and efficiently our present higher secondary course.

The Conference was of the view that, in order that education may make its fullest contribution to the emotional integration of the country, it was necessary and desirable that the recommendations adopted by the Conference on the pattern and content of education should be implemented effectively by all concerned and that no major change in the national pattern of education should be made without the Conference first having an opportunity to consider it.

Referring to the need for training teachers of Hindi in non-Hindi speaking States, Education Minister, Orissa, suggested that special training should be given to the existing teachers for a period of three to four months so that they could teach this subject properly. He also suggested the establishment of more training institutions for Hindi teachers. The latter suggestion was supported by Education Minister, West Bengal, who added that the entire expenditure in this connection should be met by the Central Government. The Chairman replied that the Central Government was already giving 100% assistance for this purpose and would welcome proposals from the State Governments for opening such training institutions.

Education Minister, Gujarat, giving an account of what had happened in his State, desired the Central Government to clarify how far State Legislatures were competent under the present provisions of the Constitution to legislate in regard to the medium of instruction in educational institutions. Education Minister, Andhra Pradesh, felt that the medium of instruction at the university stage needed to be coordinated with the medium of instruction at the primary and secondary stages and this raised the question of the development of regional languages and the heavy outlay that would be required if this was undertaken properly. Education Minister, Assam, suggested giving more attention to the teaching of the link languages—Hindi and English—in different States. The three-language formula was also mentioned in this connection and there was full agreement that it should be genuinely implemented by all States and, in doing so, the standard of languages to be taught should be fixed only on academic considerations. Education Minister, Madhya Pradesh, suggested that the Central Government should work out a scheme for setting up training institutions in Hindi areas in non-Hindi languages on similar lines as the scheme for helping teacher training institutions for Hindi teachers in non-Hindi speaking areas. The Chairman replied that the matter was already under discussion with the Planning Commission. He reminded the Conference that the policy of the Central Government in regard to the medium of instruction had been framed after consultation with the State Governments and that the Central Government had been giving 100% assistance for the development of the programme of textbooks in regional languages in the States and the Universities.

Education Minister, Madhya Pradesh, raised the question of the additional resources required for implementing the compulsory primary education programme. The Chairman replied that the Planning Commission had given a firm assurance that the expansion at this level would not be allowed to stop on account of lack of funds and that the States should therefore go ahead on the basis of this assurance.

The Union Deputy Education Minister felt that, with proper coordination and cooperation, we could make even our present limited finances go a long way. She requested the Education Ministers to give the fullest cooperation to the State Social Welfare Boards so that educational facilities could reach even the remotest areas. She also drew the attention of the Conference to the need for planning the education of the physically handicapped children in cooperation with the medical and vocational training institutions.

The Chairman, National Council for Women's Education, analysed the causes for the shortfalls in the enrolment of girls and, among the remedies, suggested provision of more teachers' hostels, transport facilities and sanitation, etc., for the schools. She further suggested that the scheme sponsored by the Central Government for the expansion of girls' education and training of teachers during the Second Plan should be revived. She informed the Conference, that on the recommendations made by the National Council for Women's Education, the Planning Commission had been approached for approving a supplementary scheme in the Central sector at an estimated cost of rupees ten crores for increasing the number of women teachers to meet the needs of the remaining years of the current Plan and also to ensure a continuous supply of women teachers for the Fourth Plan. The scheme included items like construction of quarters or hostels for

women teachers in the rural areas, expansion of facilities for adult women to acquire necessary academic qualifications through condensed training courses, provision of scholarships and stipends for teacher trainees, etc. The Education Ministers of Andhra Pradesh, Madras, Maharashtra, and the Deputy Education Ministers of Punjab and Mysore strongly supported the programme for the development of girls' and women's education and expressed the view that the necessary funds should be provided outside the Plan ceilings of the States. The Union Education Minister stressed in this connection that the amount provided for girls' education must be spent only for this purpose and it should not be open to the State Governments to utilize it for any other purpose. Shri Shriman Narayan, Member (Education), Planning Commission, agreed with this and said that all the State Governments had already been advised that the funds provided for women's education and training programmes were earmarked funds and therefore could not be diverted to other schemes.

The Conference emphasised the high importance of rapidly expanding women's education at all levels and recommended that the special programmes for women's education should be made a Centrally sponsored scheme at a very early date, as has also been recommended by the Emotional Integration Committee.

The Chairman, Central Social Welfare Board, referred to the assistance the Central Social Welfare Board could give in the matter of preparing women primary school teachers and suggested that older women who would stay and continue to work in schools should be encouraged to take advantage of the training facilities that were being provided. There was general unanimity that programmes of child welfare should be coordinated in the State Education Departments though different agencies may continue to participate in them.

The Conference recommended that, in order to secure an integrated and educational approach, all programmes relating to child welfare, including pre-school education, as well as those relating to the education of the youths and adults, should be handled and coordinated in the State Education Departments.

The Chairman referred to the report of the Renuka Ray Committee on school health education which had been circulated to all State Governments.

After a brief discussion, the Conference recommended that the National School Health Council, as recommended by the Renuka Ray Committee, should be established at an early date in the Ministry of Education for co-ordinating and guiding all programmes of school meals and health education and services.

(b) The Conference then took up consideration of the items of the Agenda :—

*Item 1 :*

**Report of the Emotional Integration Committee (Dr. Sampurnanand Committee)**

*(Government of India)*

The Conference had a brief discussion on some recommendations made in the report of the Emotional Integration Committee during the course

of which mention was made of the proposal to create an All India Educational Service or a pool of educational administrators from which the Central and State Governments could draw whenever necessary. The Chairman said that, since an All India Educational Service did not seem to be acceptable to several States, a scheme for setting up a pool of educational administrators would be prepared by the Ministry of Education, if this idea was accepted in principle. The Education Ministers of Bihar, Maharashtra and West Bengal expressed themselves in favour of such a pool being worked on a purely voluntary basis.

The Conference received the report of the Sampurnanand Committee which was set up as a result of the recommendation made by the previous Conference of Education Ministers, to examine the role of education in emotional integration.

The Conference decided that a discussion on the report should be postponed to January next, so that the very vital recommendations made by the Committee could be gone into more fully and due consideration given to the various important points raised in the report.

*Item 2 :*

**Adult Literacy and Education—the need to plan for adult literacy and for increase of tempo of work**

*(Government of India)*

Adviser (Social Education) explained the proposal to have greater and more systematic plans for the eradication of illiteracy as progress in this direction had been very slow. The State Governments had been already requested by the Ministry of Education to formulate their plans in this connection and he conveyed to the Conference the assurance given by the Planning Commission that the estimated additional expenditure of rupees ten crores required for this purpose would be over and above the plan ceilings. Education Minister, Jammu and Kashmir, pointed to the administrative difficulties experienced in most States in implementing the programme of adult literacy. It was agreed that, while there might be different agencies for implementing this programme, the administrative responsibility should be vested in the State Education Departments. The Union Education Minister was requested to address the Chief Ministers of States in this regard.

Shri Shriman Narayan, Member, Planning Commission, agreed that the pace of progress in the social education and adult literacy programme had been very slow. For substantial results to be achieved, he felt that the State Governments would have to organize this programme as a movement and harness public cooperation for it. It would be necessary for the States to build up nucleus organizations in different centres and give them basic equipment, necessary staff and other incidental expenses. He clarified that the sum of Rs. 10 crores provided by the Planning Commission for the programme was meant to cover expenditure on these nucleus organizations and the rest of the effort had to be made by the States themselves.

The Conference recommended that, in view of the urgent need to plan for Adult Education and to increase the tempo of literacy work, the responsibility for Social Education (including Adult Literacy) should be that of the Education Departments of State Governments and Union Territories and that they should exercise the technical and administrative control over the whole programme.

The Conference noted the assurance given by the Planning Commission that additional resources required would be provided over and above the ceilings of State Governments, and suggested that the Union Education Minister should address the Chief Ministers in this regard.

*Item 3 :*

**The need for greater cooperation in bringing out the textbooks in regional languages for colleges**

*(Government of Gujarat)*

Education Minister, Gujarat, stated that some universities had taken up the question of preparation of textbooks in regional languages, and in the faculties of medicine, agriculture and engineering, the State Government had appointed a high-powered committee for publishing such textbooks. He however felt that there should be a central agency to coordinate the efforts being made by various universities and States in this direction. Education Minister, Andhra Pradesh, was of the view that, unless substantial grants outside the State Plan ceilings were given, it would not be possible to make much headway in producing textbooks in regional languages. Union Education Secretary reminded the Conference of what the Centre was already doing in this respect, *i.e.*, arranging reprints of English books in science, technology, medicine and agriculture, resulting in a considerable lowering of the prices of such books; translating such books into regional languages, etc. The limiting factor at the university stage was, in his view, not financial but intellectual. While a central agency would be useful in many ways, the active cooperation of the universities of different areas would be necessary for producing books of a quality comparable to that of books in foreign languages.

The Conference supported the proposal put forward by the Government of Gujarat and recommended that Central agency should be established which would, in association with the State Governments and the universities, undertake and coordinate the work relating to the production and translation of standard textbooks for the collegiate stage of education into different regional languages.

*Item 4 :*

**Establishment of New Universities**

*(Government of India)*

The Conference received the interim report submitted by the Committee appointed by the University Grants Commission on the establishment of new universities.

Education Minister, Andhra Pradesh, suggested that in order to set educational standards and to encourage the intermingling of students from different States, the Central Government should consider establishing Central Universities in areas where these do not exist, as in the South. The suggestion was welcomed by the Conference and Education Minister, Orissa, proposed that the Central Government should establish at least one University in each State.

The Conference recommended that, in the interest of emotional integration of the country as well as for setting academic standards, the Central Government should establish more Central Universities with the objective of ultimately having one Central University in each State.

Item 5 :

### **Qualitative Improvement of Secondary Education**

*(Government of India)*

Shri R. R. Singh, Joint Educational Adviser, drew the attention of the Conference to the main problems relating to the qualitative improvement of secondary education and gave an account of some of the steps that the Ministry of Education was trying to take to solve them. In this connection he referred in particular to the rapid pace of expansion at the secondary stage and inadequate facilities available for the teaching of Science and English. Among the measures taken by the Central Government, he mentioned the Central Institute of English at Hyderabad, development of one multi-purpose school in each State so that it would provide the full-range programme that a multi-purpose school should have, development of the training programme for science teachers through the four Regional Colleges and in-service training through Extension Centres.

He hoped that the States would take full advantage of these schemes and invited suggestions from them for further improvement of secondary education. According to Shri Shriman Narayan, Member, Planning Commission, the most important problem of the qualitative improvement of school education was to re-orientate it so that due emphasis was given to productive activities in schools, thus linking up general school education with local development activities in both rural and urban areas, and thereby also preventing unemployment among educated persons. Education Minister, Gujarat, referred in this connection to the shortage of funds due to which it had not been possible for the State Government to establish a sufficient number of polytechnics. Education Minister, Mysore, felt that more emphasis should be laid on mechanical and electrical engineering as they had found some unemployment among diploma holders in civil engineering. Education Minister, Bihar, outlined the measures taken by the State Government for qualitative improvement of secondary education, like establishing an Institute of English and a Research Bureau, introduction of the triple-benefit scheme, etc. His experience was that Basic education had failed to be self-supporting because products made in the school had not brought sufficient income for running the school. He therefore felt that the productive aspect of Basic education needed re-thinking. Education Minister, Andhra Pradesh, said that, if Basic education was to be developed, it would be necessary for the Centre to provide funds outside the Plan ceiling. As for industrial and technical training, he suggested that the scheme for the development of industrial training and polytechnics in the private sector should be revived. He also made a reference to the system of public schools being developed in Andhra Pradesh in coordination with the Defence Ministry, with the object of giving the children studying in them a national outlook. Education Minister, Assam, attributed a large number of failures in English and Mathematics in Assam to the absence of qualified and trained teachers in these subjects. He therefore felt that more training colleges, with better staff, were needed to overcome this shortage. He suggested that the Central Government might examine this matter and help the State Governments with advice and necessary finances. Education Minister, Jammu & Kashmir, agreed that one of the main difficulties in regard to higher secondary education was the paucity of qualified teachers. The other was the low salary paid to teachers in higher secondary schools in his State.

Unless special funds could be given for the purpose, no improvement could be expected in the situation. Education Minister, Mysore, doubted whether the experiment of Basic education had succeeded and attributed this to the craft teacher not having the resourcefulness and imagination to teach through craft, apart from the rural people being not generally in favour of craft teaching in schools. The important thing was to instil in children a sense of the dignity of labour and it might be possible to do this by taking up craft as a hobby or by setting up suitable clubs for the purpose in schools. Education Minister, Orissa, agreed that education should be given a vocational bias and stated that in Orissa it was desired to establish one technical school in each Panchayat Samiti by the end of the Third Plan. It was, however, necessary to ensure that those who had received technical training were suitably employed. He added that for qualitative improvement in education we required not only trained teachers but had also to consider the syllabus as well as the duration of education. Education Minister, West Bengal, supported greater provision for technical education at the school stage and suggested, besides opening of a large number of junior technical schools, the building up of a close liaison between education and industry as is being done in the United Kingdom and America. On the question of post-graduate teachers, he favoured a two-year training course.

The Conference was of the view that measures for qualitative improvement of secondary education were of urgent importance and that adequate funds should be provided for the purpose. It emphasised the need for increasing the supply of trained teachers, particularly for those school subjects in which there is a shortage at present and for giving a technical and practical bias to secondary education so that it may be linked more effectively with employment requirements related to various programmes of economic development.

*Item 6 :*

**Implementation of the Three-Language Formula**

*(Government of India)*

The Chairman suggested the setting up of a Committee to examine this matter further and make recommendations in the light of the resolutions of the Chief Ministers' Conference and the National Integration Council.

The Conference decided that a Committee should be set up to make a detailed examination of the recommendations in this connection and it authorized the Union Minister of Education to nominate members on this Committee.

*Item 7 :*

**Free Textbooks to Poor and Needy Children in Elementary Schools**

*(Government of India)*

The Chairman informed the Conference that arrangements had been made with some foreign countries, like Sweden and Australia, for the supply of about 10,000 lbs. of paper for the next four or five years and hoped that the State Governments would undertake the printing of textbooks on this paper and distribute them free to needy children. The questions of nationalisation of textbooks and frequent changes of textbooks were also raised in this connection.



The Conference recommended that the State Governments should aim at taking over the production of textbooks, at least at the elementary stage. It also recommended that a programme should be developed under which textbooks would be made available, free of charge, to all children who are poor and needy.

*Item 8 :*

**Stimulating Donations to Teachers' Foundation**

*(Government of India)*

Explaining that the National Foundation for Teachers' Welfare had not been established to replace other programmes for teachers' welfare, the Chairman requested the Education Ministers to take personal interest in the matter so that the targeted amount of Rs. 5 crores was raised in the near future.

The Conference welcomed the establishment of the National Foundation for Teachers' Welfare and recommended that necessary steps should be taken by the concerned authorities to give wide publicity to the objectives of the Foundation so that in the very near future the targeted amount of rupees five crores is collected to constitute the main corpus of the fund.

*Item 9 :*

**Standing Committees of Central Advisory Board of Education**

*(Government of India)*

The Conference noted the setting up of the four Standing Committees of the Central Advisory Board of Education on Primary, Secondary, University and Social Education and the Steering Committee to coordinate the work of these Committees.

*Item 10 :*

**A statement indicating the action taken on the recommendations of the State Education Ministers' Conference held at New Delhi on 4th and 5th November, 1960**

*(Government of India)*

The Conference noted the action taken on the recommendations of the last State Education Ministers' Conference held on 4th and 5th November, 1960.

*Item 11 :*

**Establishment of More Rural Institutes**

*(Government of Mysore)*

The Chairman informed the Conference that there were at present 12 rural institutes in the country and it was hoped to have some more rural institutes during the course of the Third Plan in those States which did not have any so that each State eventually would have at least one rural institute.

*Item 12 :*

**Central Aid to be given outside the State Plan for construction of at least one hostel in each district for boys and girls separately**

*(Government of Mysore)*

The Chairman stated that, so far as hostels for girls were concerned, the State Governments had already been addressed in the matter.

*Item 13 :*

**Appointment of Hindi Teachers for Primary and Secondary Schools—Central aid to be given outside the Plan ceiling**

*(Government of Mysore)*

The Chairman clarified that this was a Central scheme under which the States were being given 100% assistance.

*Item 14 :*

**Maintenance of Satisfactory Standards of Instruction in English**

*(Government of Andhra Pradesh)*

Education Minister, Andhra Pradesh, stated that his State had decided to introduce English from the third standard and the other southern States might follow suit. This raised the difficulty of finding the required number of teachers. The Union Education Secretary informed the Conference that the Ministry of Education were considering the possibility of setting up at an early date three more Regional Institutes of the same type as the Central Institute of English, Hyderabad.

*Item 15 :*

**Integrating and Expanding of Research in Educational Matters under the auspices of Education Department**

*(Government of Andhra Pradesh)*

The Conference agreed that the Education Department was the proper agency for executing this programme.

*Item 16 :*

**Stoppage of Further Conversion of Schools into Multi-purpose Schools**

*(Government of Andhra Pradesh)*

The Conference generally recognised the need for such schools but felt that we should consolidate before more schools of this type were opened.

*Item 17 :*

**Poor Standards of Science Teaching in High Schools**

*(Government of Andhra Pradesh)*

Education Minister, Andhra Pradesh, referred to the difficulty of obtaining science equipment for schools and raised the point whether a Central agency could be developed for ensuring adequate supplies of the same.

Item 18 :

**Provision made in the Third Five Year Plan for the appointment of additional teachers for the implementation of compulsory primary education programme should be increased and the Plan ceiling should be raised to accommodate this increased provision**

*(Government of Mysore)*

The Chairman repeated the assurance that the programme of expansion of primary education should not be allowed to stop on account of lack of funds since the Planning Commission had agreed to provide them.

Item 19 :

**The upper limit of Rs. 1,000 fixed as Government contribution (State share plus Central assistance) towards the cost of the construction of a classroom for primary school should be raised and the Government share should be fixed at 50% of the total cost subject to a maximum of Rs. 1,800**

*(Government of Mysore)*

The Chairman agreed to get the matter examined. He however stated that the current emphasis was not on the construction of school buildings but on the improvement of salaries of teachers.

(c) Consideration of the remaining items was postponed.

(d) Education Minister, Maharashtra, invited the next Conference to meet at Bombay.

(e) The Conference adjourned with a vote of thanks to the Chair.

#### **IV. LIST OF ITEMS PLACED FOR CONSIDERATION BEFORE THE STATE EDUCATION MINISTERS' CONFERENCE, 1962**

1. Report of the Emotional Integration Committee (Dr. Sampurnanand Committee).

*(Government of India)*

2. Adult literacy and education—the need to plan for adult literacy and for increase of tempo of work.

*(Government of India)*

3. The need for greater cooperation in bringing out the textbooks in regional languages for colleges.

*(Government of Gujarat)*

4. Establishment of new universities.

*(Government of India)*

5. Qualitative improvement of Secondary Education:

*(Government of India)*

6. Implementation of the three-language formula.

*(Government of India)*

7. Free textbooks to poor and needy children in elementary schools.

*(Government of India)*

8. Stimulating donations to Teachers' Foundation.

*(Government of India)*

9. Standing Committees of the Central Advisory Board of Education.  
(Government of India)
10. A statement indicating the action taken on the recommendations of the State Education Ministers' Conference held at New Delhi on 4th and 5th November, 1960.  
(Government of India)
11. Establishment of more Rural Institutes.  
(Government of Mysore)
12. Central aid to be given outside the State Plan for construction of at least one hostel in each district for boys and girls separately.  
(Government of Mysore)
13. Appointment of Hindi teachers for primary and secondary schools—Central aid to be given outside the Plan ceiling.  
(Government of Mysore)
14. Maintenance of satisfactory standards of instruction in English.  
(Government of Andhra Pradesh)
15. Integrating and expanding of research in educational matters under the auspices of Education Department.  
(Government of Andhra Pradesh)
16. Stoppage of further conversion of schools into multi-purpose schools.  
(Government of Andhra Pradesh)
17. Poor standards of science teaching in high schools.  
(Government of Andhra Pradesh)
18. Provision made in the Third Five Year Plan for the appointment of additional teachers for the implementation of compulsory primary education programme should be increased and the Plan ceiling should be raised to accommodate this increased provision.  
(Government of Mysore)
19. The upper limit of Rs. 1,000/- fixed as Government contribution (State share plus Central assistance) towards the cost of construction of a classroom for primary school to be raised and the Government share to be fixed at 50% of the total cost subject to a maximum of Rs. 1,800/-.  
(Government of Mysore)
20. Residential quarters for men teachers in rural areas to be provided.  
(Government of Mysore)
21. programme and provision for special schemes connected with girls, education to be outside the State Plan ceiling.  
(Government of Mysore)
22. Greater provision to be made by the Centre for the following Centrally sponsored schemes :—  
(a) Educational Research Bureau.  
(b) Vocational Guidance.  
(Government of Mysore)